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The post 1994 challenges facing Non-Governmental Organisations providing services to children in the Cape Metropolitan, South Africa.

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COMPULSORY DECLARATION

This work has not been previously submitted in whole, or in part, for the award of any degree. It is my own work. Each significant contribution to, and quotation in, this dissertation from the work, or works, of other people has been attributed, and has been cited and referenced.

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ABSTRACT

This study investigated the challenges facing non-governmental organisations (NGOs) providing services to children in the Cape Metropolitan, South Africa in the post 1994 period. Of key concern to this study is how NGOs after the transition to democracy in 1994 are coping with the new structures, legislation and funding challenges. The challenges that these NGOs face concerning the new civil society-state relations are also alluded to. More specifically the focus is on NGOs that provide services to children.

This exploratory, qualitative study was conducted in the Cape Town Metropolitan, South Africa. A purposeful sample of five NGOs providing services to children was selected. Within these organisations, fourteen participants, five from management and nine practitioners were interviewed. A key informant was also consulted. The in-depth interviews were carried out using an interview schedule as a guide.

The main findings indicate that the five NGOs subscribe to the regulatory frameworks governing their sector. There is relatively good financial support for NGOs from both the State and other donors. However, it appears that State institutions receive more funds in comparison to these NGOs. The challenge from donors for smaller developing NGOs is the high accountability demands. All five NGOs are engaged in networking, advocacy and policy development in varying degrees. Generally, the State-NGO partnership in the delivery of services to children is well established and functions efficiently. Another finding that raises concern is the fact that these five NGOs are not very familiar with the National Development Agency (Act No. 108 Of 1998) relevant for this sector. Also, unlike social work training, the training of other social services practitioners is not sufficiently regulated.

The main recommendations are that NGOs need to be pro-active and seek information about legislation and policies that govern and guide their sector. NGOs need to lobby for means and ways of obtaining subsidies. Monitoring and evaluation processes within the NGO sector need to be improved and strengthened to meet the high donor accountability demands. The training for child and youth workers needs to be standardised nationally.

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ACRONYMS

ACRWC	African Charter on the Rights and Welfare of the Child
CBOs	Community Based Organisations
COSATU	Congress of South African Trade Unions
CSG	Child Support Grant
CSI	Corporate Social Investment
CSOs	Civil Society Organisations
GEAR	Growth Empowerment and Redistribution
HIV/AIDS	Humane Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
NCRC	National Children's Rights Committee
NDA	National Development Agency
NGO	Non Governmental Organisations
NPA	National Programme of Action
OVC	Orphaned and Vulnerable Children
RDP	Reconstruction and Development Programme
RDSN	Rural Development Service Network
SACC	South African Council of Churches
SADC	Southern African Development Community
SANGOCO	South African Non Governmental Organisations Coalition
TNDT	Transitional National Development Trust
UNCROC	United Nations Convention on the Rights of the Child
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

CHAPTER ONE: INTRODUCTION TO THE STUDY

1. Introduction

The topic of this research study is **'The post 1994 challenges facing Non-Governmental Organisations providing services to children in the Cape Metropolitan, South Africa.'** This chapter introduces the research background and rationale; the significance of the study; its main aim; objectives and a clarification of key concepts. Lastly, this chapter concludes with the structure of the study.

1.1 Background to the study

Various authors reflecting on NGOs, report that these organisations gained prominence during the 1990s, both nationally and internationally (Jordan and van Tuijl, 2006). NGOs are part of civil society. One of the definitions of civil society is that it is a product of the nation state and it plays a mediation role between 'social life and the market economy' (Edwards, 2004:3).

The issue of accountability aligned with the impact of services provided by the NGOs is of significance to this study. With the rising prominence of the NGO sector in the 1990s, the accountability of NGOs came under the spotlight. NGO activists and the donor communities, as well as the World Bank, have all pushed for greater transparency and accountability within the NGO sector (Jordan and van Tuijl, 2006).

The study explores the challenges that NGOs that provide services to children in South Africa face following the transition to democracy in 1994. Also of concern to the study is firstly, how these NGOs have adapted to the new legislative framework; secondly, how these NGOs have adapted to the new funding environment; thirdly, how these NGOs perform their advocacy role within the State-NGO partnership and lastly, what mechanisms have these NGOs put in place to achieve accountability to the beneficiaries, the donors and the State.

During the apartheid era NGOs in South Africa had different credibility ratings from the government, the country and the international world. The NGO sector was perceived as being part of a weak, fragmented civil society as most of them provided basic services within 'racialised' structures whilst a few adopted a more critical adversarial perspective (Kleinenberg, 1995). Prior to the democratic transition, the anti-apartheid movement began to gain momentum abroad and in the country. At the same time, civil society structures including NGOs began to join forces with the mass democratic movement in the country.

After a democratic government was elected in 1994, in South Africa, NGOs went through a transition. Various NGO leaders took up posts as civil servants in the new democratic government (Habib and Taylor, 1999). The leadership vacuum coupled with issues of accountability and sustainability meant that NGOs needed to redefine themselves within the new governmental system. The relationship between State and the NGO sector needed some transformation. Habib and Taylor (1999: 78) clearly indicate that the whole transition process had "serious long-term implications for NGO accountability to the poor and disadvantaged in South Africa". Davids et al (2009: 74) highlight that the partnership between government and NGOs is failing. They suggest that NGOs commend government for its successes as well as criticise its shortfalls. Thus, NGOs needed to be more critical of their own practices as well as that of their new relationship with the State.

1.2 The rationale of the study

Government policies and national goals define the environment within which NGOs operate; therefore any change in government, inevitably, affects NGO operations. The change of government in South Africa, in 1994, from apartheid to democracy, resulted in new challenges for NGOs. For example, the change necessitated a mindset shift for NGOs that had adopted an adversarial position during the apartheid era. The challenges were not only limited to mindset or focus, but also other factors such as regulatory frameworks, partnerships and funding.

This study particularly focuses on NGOs providing services to children. Children form part of the most vulnerable group in any society. Rizzini (1999) indicates that globalisation pressures have forced parents to live outside of familiar settings and that has caused social insecurity and tensions, which children sense and share. Furthermore, the scourge of AIDS in South Africa has led to millions of orphaned children and the child-headed households' phenomenon is on the increase.

1.2.1 Coordination of regulatory frameworks

During the apartheid era in South Africa, legislation was fragmented, and there was duplication and lack of co-ordination in both service delivery and legislation (Patel, 2005: 113). Apartheid government social services were segregated according to different racial groups. The Department of Indian Affairs dealt with the welfare issues of the Indian racial group. The Department of Coloured Affairs dealt with welfare needs of 'Coloured' persons, a Department of Bantu Affairs dealt with the service delivery to the African population as well as a Department that assisted White persons in need of welfare relief (McKendrick, 1987). Furthermore, all these ethnic groups were provided with a different quality of service and a different pension and grant scheme according to racial lines, which gave the biggest allocations to the white sector and the least to the African sector. Many private organisations as well as NGOs were also divided along racial lines (Gray, 1998). Thus, the transition to a democracy meant a complete revamping of the welfare provision and policy.

Patel (2005) indicates that post 1994, comprehensive legislation was developed which was in line with the constitution and policies of the new government. Two main pieces of legislation which directly govern the diverse civil society organisations were developed during this period. These are the Non-profit Organisations Act (Act No.71 of 1997) and the National Development Agency Amendment Act (Act No.108 of 1998). Both Acts have objectives geared toward meeting different needs of the people of South Africa through civil society organisations. These Acts will be discussed later in the study. In

addition, the study will discuss the Children's Act (Act No. 38 of 2005) since it focuses on provision of services to children.

1.2.2 Partnerships (South African NGO coalition)

The South African democratic State envisaged success in meeting the basic needs of its citizens through partnerships with civil society and the business sector (Patel, 2005). According to Greenstein (1998: 42), the government urged NGOs to consider forming an umbrella body to facilitate the partnership between government and NGOs to improve effective communication and better service delivery. The South African non-governmental organisation coalition (SANGOCO) was subsequently established in 1995 (Greenstein, 1998).

The national social welfare policy states that meeting human needs is a national responsibility and thus can only be achieved through collaborative partnerships (Patel, 2005). However, issues around communication, power, and control inevitably bedevil partnerships. Whether or not SANGOCO has been able to make the difference initially envisaged, remains open to debate. One of the issues at stake is that these NGOs are all in the same boat jostling for limited resources. Their 'survival needs' often supersede other essential salutary engagements such as actively networking or advocating for more effective services.

1.2.3 Funding

During the apartheid era some NGOs received direct funding from foreign donors committed to the anti-apartheid struggle. This direct funding from overseas donors changed after 1994 with the new democratic government. Ndlovu (2004: 10) citing Swilling and Russell's study (2002) notes that donor funding is channelled directly to the new government and not to the NGOs. Foreign donors also indicated that they intended to scale down funding to the NGOs. According to Swilling and Russell (2002), funding for non-profit organisations has continued albeit new policy frameworks. Thus, the very life-blood of these NGOs has been altered by the new regulations.

Some NGOs have had to close down in the post-apartheid period due to financial constraints as well as the leadership crisis. A crucial issue is that many NGOs have had to rethink their mission and vision in the light of the new context. Were they providing relevant and appropriate services in a cost-effective way? How could they improve the sustainability of their service delivery through creative, innovative partnerships and alternative ways of working? For instance, NGOs providing services to children need to work more proactively to bring in other role players. Government in partnership with the private sector and other stakeholders need to prioritise the care of vulnerable children since communities can no longer provide such services anymore. Innovative strategies need to be developed.

The tension between what the State should deliver and what the NGO sector can deliver will always remain. There is an argument that these NGOs are at the 'coalface' and have amassed a great deal of firsthand knowledge about appropriate effective service delivery more so than government departments that are often bogged down by bureaucracy. In reality, factors such as lack of capacity, poor use of resources, ineffective planning and management may well be confounding government departments as well as NGOs. Thus, the research question focuses on specific challenges that these NGOs are facing in a post 1994 situation where frameworks have changed and funding is scarce.

1.3 Aim and scope of the study

This study aims to explore the challenges brought about by the change of government in 1994 to five NGOs providing services to children in the Cape Town Metropolitan area in South Africa. The study will be located in the Cape Town area for reasons of accessibility and feasibility. This area is 'home' to a number of NGOs dealing with services to children and as such provides an opportunity for a purposive sample to be gained.

The specific focus of the study will be on how government regulatory frameworks such as the Non-profit Organisations Act (Act No. 71 of 1997), the National Development Agency Act (Act No. 108 of 1998), the Children's Act (Act No. 38 of 2005), and the Tax

Laws Amendment Act (Act No. 30 of 2000) affect the operation of NGOs. The sustainability of NGOs is linked to funding and accountability issues. Furthermore, the role played by SANGOCO with regards to NGOs will also be considered. The impact of these NGOs concerning services to children is also of importance to this study. Given this focus of the study, which developed out of the researcher's interest and supervisory guidance, the following research questions were developed.

1.4 Research questions

The main research questions relate to the study's stated aim:

- How are the NGOs post 1994 South Africa affected by the present regulatory framework, including the Non-profit Organisations (NPO) Act (Act No. 71 of 1997), the National Development Agency (NDA) Act (Act No. 108 of 1998), the Children's Act (Act No. 38 of 2005) and the Tax Laws Amendment Act (Act No. 30 of 2000);
- How are these NGOs being funded within the post 1994 South African environment?
- What is the nature and impact of the services provided by these NGOs to children in the post 1994 South Africa?
- Are these NGOs networked into a broader coalition to promote policy and advocacy as was encouraged in the inception of SANGOCO?

1.5 Research objectives

Bearing in mind the research questions, the following objectives were formulated:

- To explore how the NGOs in the post 1994 South Africa are affected by the present regulatory frameworks, including the Non-profit Organisations (NPO) Act (Act No. 71 of 1997), the National Development Agency (NDA) Act (Act No. 108 of 1998), the Children's Act (Act No. 38 of 2005) and the Tax Laws Amendment Act (Act No. 30 of 2000) in South Africa;
- To ascertain the perceptions around sources of funding for the NGOs within the South African post 1994 era;

- To explore the nature and impact of the services provided by these NGOs; and
- To explore NGOs' involvement in networking with a broader coalition to promote policy and advocacy.

1.6 Assumptions

The assumptions that underpin this research are: that the policy context has changed in the 'new South Africa' and various legislation have impacted on the NGO sector which up until 1994 was under a different set of regulations. The funding arrangements have also changed and this change has affected NGOs, particularly their service delivery patterns. Given the new challenges, it is assumed that these NGOs will want to be part of a broader coalition to further their aims and to advocate for change.

1.7 Significance of the study

This topic is relevant, as major shifts have occurred in the political landscape, which have affected welfare policy, welfare delivery as well as the NGO sector. It is also relevant because it focuses on the NGO sector in particular, as the sector continues to play an important role in service delivery. Furthermore, the focus on children is justified as children form a large component of the most vulnerable population.

The present democratic government appears to have made efforts to create an environment beneficial to NGOs in South Africa. This has been achieved through development of policy and enabling legislature as well as through the promotion of inclusive partnerships (Patel, 2005). Despite all the goodwill of the state and the sound policies, NGOs are still fighting for their survival. However, there is some hope that this research will result in further extensive studies on the impact the NGOs are making not only in the Cape Metropolitan, South Africa but also nationally. The study contributes towards debates around the NGO sector.

1.8 Clarification of some key concepts

This section defines some of the concepts used in the study. Babbie (1998:111) defines conceptualisation as a process through which the meanings of concepts in use are specified. The overall conceptualisation of this study was guided by the fact that this is a minor dissertation and efficient use of limited time meant that a focused study be undertaken. Exploring regulatory frameworks under which NGOs operated was deemed essential. The key concepts to be defined will be NGOs, Non-profit organisations (NPOs), civil society and child.

Non-Governmental Organisations (NGOs)

Several definitions of NGOs provided by some authors pertain to the South African context. Davids et al (2005: 67) define NGOs as, “self-governing, non-profit organisations promoting people-centred development.” In addition, the organisation should be involved in social or economic development (Vakil, 1997 in Barrow and Jennings, 2001: 3). NGOs may be self-help grassroots organisations or professional organisations that provide a range of services to grassroots groups (Abugre, 1993, in Cole, 1994: 121). The selected organisations reflect the aforementioned definitions to a greater or lesser degree.

The selected organisations in this study are also classified as Non-profit Organisations (NPOs). An NPO is defined in the NPO Act (Act No. 71 of 1997) as, “a trust, company or other association of persons established for a public purpose; and the income and property of which are not distributable to its members or office-bearers except as reasonable compensation for services rendered.”

Post 1994 the NGO sector was faced with new challenges regarding its own survival and the capability to operate effectively within the new policy context. Since the new government had shifted focus from reconstruction and development to economic development, service delivery in relation to basic human needs suffered (Hlatshwayo 2007-2009, in Foundation for Human Rights, 2009). Added pressure was placed on an embattled NGO sector.

Child

The Constitution of the Republic of South Africa Act (Act No. 108 of 1996) and the Convention on the Rights of a Child define a child as any person under the age of 18 years (Bains and United Nations Children's Fund (UNICEF), 2000). The term child will carry this meaning wherever used in this research. **Concerning the street child** – Biel (2004) draws on the definition of a street child from the United Nations (1986) definition, which he records as “any boy or girl for whom the street has become his or her source of livelihood, and who is inadequately protected, supervised, or directed by responsible adults.” Biel (2004) reports that UNICEF 1986 categorises street children as “those who work and live on the streets while maintaining minimal or no ties at all with their families, and are essentially living on their own” (Biel, 2004: 13).

Civil society

Civil society is defined as being a part of society but distinct from state and market. Civil society exists to advance the common interests of people and to facilitate collective action. It encompasses various groups, organisations, clubs, societies, voluntary associations. It is also referred to as the ‘third sector’ and plays a role in holding government in check (Edwards, 2004:14-15). There may well be a number of ‘civil societies’ in one context – some may be liberal, progressive or conservative. Pollard and Court, 2005 in Bebington, Hickey and Mitlin, (2008) argue that some of civil society's common roles include influencing policymakers and playing watchdog over the State and these roles would require that at some stage the civil society organisations (CSOs) reveal their political stance. There are indications that civil society in South Africa is fragmented and weak post 1994. At present, CSOs are by and large far too acquiescing in their relation to the new government with only a few organisations willing to hold government to account (Hlatshwayo 2007-2009, in Foundation for Human Rights, 2009: 31-32).

1.9 Structure of the research report

The structure of the study report includes **Chapter One** as the introductory chapter.

Chapter Two discusses literature review which includes the international context of NGOs, the regional context of NGOs, the South African NGOs, South African civil society in relation to the state, legislation and other frameworks governing NGOs, South African non-governmental organisations coalition (SANGOCO) advocacy and networking (partnerships), funding for NGOs in South Africa and the accountability of NGOs.

Chapter Three deals with the methodology in relation to the research design, sampling, data collection, data analysis, data verification, limitations, ethics and reflexivity.

Chapter Four presents and discusses the findings.

Chapter Five presents the conclusions and main recommendations of the study.

CHAPTER TWO: LITERATURE REVIEW

2. Introduction

In keeping with the objectives of the study (see Chapter One: 7) literature has been reviewed according to a framework that presents the international context of NGOs; the regional context of NGOs; South African NGOs; South African civil society; legislation and other frameworks governing NGOs; partnerships; funding and the accountability of NGOs to children.

2.1 The international context of NGOs

This section gives the history of international NGOs origins, which dates back to the eighteenth century. The section also highlights the strong support international organisations give to NGOs as well as the accountability of NGOs.

2.1.1 The origins of NGOs

The history of NGOs' existence dates back to the eighteenth century. Most organisations focused on the abolition of slavery and tried to establish peace movements at that time (Charnovitz, 1997 in Lewis, 2001: 40). During the nineteenth century, Charnovitz, records that NGOs raised issues of labour rights and free trade against the tariffs system of the United States and United Kingdom (Charnovitz, 1997 in Lewis, 2001: 40).

More recently, NGOs became stakeholders with governments or policy-making bodies at both national and international levels (Charnovitz, 1997 in Lewis, 2001: 40-41). Lewis (2001:41-44) argues that NGOs evolved in response to needs not only in Europe and Northern America but also in Asia, Latin America and Africa. Christian missionaries, who encouraged voluntary action, influenced the existence of NGOs in other parts of the world. In most cultures, there are long histories of self-help traditions and self-reliance, which have given impact to the development of NGOs (Lewis, 2001). The next section

briefly outlines how international organisations have helped to address children's needs through local NGOs.

2.1.2 The international organisations addressing children's needs

The focus in this study is children's needs as serviced by local NGOs. The local NGOs have the support of international NGOs including United Nations agencies such as the United Nations Children's Fund (UNICEF). UNICEF was established in 1946 to provide emergency relief services to child-victims of World War II (Yonder, 1989). Yonder (1989: 144) indicates that UNICEF operates on the principle of shared responsibility where donor and beneficiary governments share responsibilities. History records that UNICEF working closely with other international agencies has been providing health services, alleviating famine, improving nutrition and strengthening educational services (Yonder, 1989).

The United States Agency for International Development (USAID) is one international organisation with a historical commitment to preserve and expand families' and communities' responses towards the support of children affected by HIV/AIDS (USAID: 2005). USAID (2005) acknowledges that, due to increasing number of HIV/AIDS orphaned children (globally numbers increased from 11.5 million in 2001 to 15 million in 2005); families and communities can no longer cope. Thus, USAID-funded projects aimed at strengthening family and community capacity to continue to provide support and care to the orphans and vulnerable children.

Furthermore, in 2003 USAID in collaboration with other key stakeholders brought together by UNICEF came up with a 'framework for the Protection, Care and Support of Orphans and Vulnerable Children Living in a World with HIV and AIDS'. This framework has been drawn up from lessons learned from around the world over the years. There is a commitment to:

- *Strengthening the capacity of families to protect and care for orphans and vulnerable children*
- *Mobilising and supporting community based responses*

- *Ensuring access for orphans and vulnerable children to essential services*
- *Ensuring that governments protect the most vulnerable children*
- *Raising awareness at all levels of society to create a supportive environment for children affected by HIV/AIDS.* (USAID, 2005: 11).

This strategic framework also encourages families and community-based structures to serve as the support base for vulnerable children. Patel (2008: 24) in a recent research report indicates that a rights-based approach toward developmental social welfare receives less attention in South Africa despite USAID's 'developmental' framework strategy. USAID further advocates the use of alternative support structures versus institutional care. The prioritised strategies are family and community care followed by such options as foster placements, adoption or small-scale group residential cares resembling a home setting and lastly institutional care (USAID, 2005). Needless to say children would prefer a home setting that engenders a sense of belonging.

Violence against children is also a growing global concern and there is hope that civil society organisations like NGOs would advocate for State policies that protect children against such violence. Johnsson and Veneman (2007) have put together a handbook for parliamentarians to encourage them to eliminate violence against children. The executive director of the UNICEF and the secretary-general of the Inter-Parliamentary Union (IPU) indicate that these two international organisations want to see an end to violence against children. According to Johnsson and Veneman:

"Violence against children knows no boundaries. Violence cuts across race, class, religion and culture. In every country of the world, there are children who continue to fear and experience violence...children around the world continue to suffer violence, abuse, and exploitation everyday" (Johnsson and Veneman, 2007: 3).

Johnsson and Veneman (2007) refer to article 19 of the Convention on the Rights of the Child (CRC) which says that States are required to protect children from all forms of violence, provide support for child-victims of violence as well as to prevent and respond to violence. NGOs need to be aware of such handbooks and make use of these guidelines as they engage in lobbying governments to end violence against children.

There are also time-bound goals set out for governments, in the United Nations Secretary-General's Report on "Study on Violence against Children":

- *By 2007, integrate into national planning processes measures to prevent and respond to violence against children, including the identification of a focal point, preferably at ministerial level.*
- *By 2009 prohibit all violence against children by law.*
- *By 2009 initiate a process to develop reliable national data collection systems* (Johnsson and Veneman, 2007: 12).

NGOs providing services to children and other stakeholders in individual countries need to assess their governments' priorities in relation to these time frames and actively advocate action on behalf of children. Mishra (1999:56) argues that no matter what party citizens elect, in this globalisation era, it has become apparent that social welfare policies (including child protection) follow the dictations of financial markets. These dictations unfortunately incline toward the non-egalitarian policies of welfare retrenchment that have minimal regard for fairness or equity. Thus, cash-strapped NGOs have a battle convincing a cash-strapped government of responsibilities to children. The following section presents various views of NGOs accountability.

2.1.3 Accountability of NGOs

There are many arguments when it comes to the legitimacy and accountability of NGOs. The question of accountability of NGOs is an on-going global concern. There is no definite accountability standard - both locally and internationally. Jordan and van Tuijl (2006) record concerns from different civil society activists and writers who stress NGOs' accountability in terms of their rationale; the beneficiaries and broader accountability dimensions such as economic and social justice.

2.1.3.1 The rationale and beneficiaries

Schweitz (1995) cited in Jordan and van Tuijl (2006) argues that all NGOs have a reason for being established. The three main reasons are that they are sources of information and expertise, they deliver services to people and they stand up for a core value (Schweitz, 1995 cited in Jordan and van Tuijl, 2006: 26). NGOs contribute towards development of the people as part of the civil society whose main purpose is collective action and holding the State accountable (Edwards, 2004). In the case of NGOs, serving children, the core

value of their services is oriented towards the rights of children: adequate shelter, food, clothing, education and health services.

Various NGOs have encouraged children's participation as enshrined in the United Nations Convention on the Rights of the Child (UNCROC). One of the three types of rights from UNCROC articles, according to Lansdown (1994), is participation rights (cited in Smith et al, 2000). In 1997 at two conferences, Miljeteig (2000) reports that children were invited to attend international conferences as a 'working children's panel' in Amsterdam and also as 'regular NGO participants' in Oslo (Miljeteig, 2000 cited in Smith et al, 2000). Miljeteig (2000) indicates that other participants at the conferences were uncomfortable to have children as part of the conference meetings and NGOs' leaders are recorded to have stood their ground in supporting child participation, as well as advocating that children's voices be heard (Miljeteig, 2000 in Smith et al, 2000: 165).

2.1.3.2 Economic and social justice

Writing about international NGOs, Eades and Ligteringen (2001) challenge NGOs at all levels, to be watchful about the effects of globalisation as far as social and economic injustices are concerned. Their main concern is that NGOs should not exist "only to administer charity, but also to shape the ways in which the international community understands and responds to poverty and injustice" (Eades and Ligteringen, 2001:12). The analysis provided by Harding (1994) is that neo-liberal policies dominant in the North have been exported to the South and these discourage public expenditures and encourage less States involvement in social welfare provisions. Thus, NGOs providing services to children should be advocates challenging State expenditure on child welfare.

Alfonso and Korten (1983) writing from a participatory development perspective, argue that it is advisable for the State to encourage and facilitate development efforts from the grassroots level using NGOs since they understand the situation better than experts and government officials. Vulnerable children can also speak up for themselves but they need the assistance of a civil society especially the NGO sector as well as assistance from the State.

Edwards and Hulme (1992) argued a decade ago that NGOs need to scale-up their efforts against poverty and advance advocacy for State policies to cover civil society interests. These authors worry that the international donor support may serve donor agendas instead of serving and empowering the poor (Edwards and Hulme, 1992). Obviously, NGOs should be on the alert and critical of funding commitments.

2.2 The regional context of NGOs

Siyame (1997) cited in de Villiers and Stuurman (1997) states that the Southern NGOs have both strengths and weaknesses. One of the strengths is that women's voices have been heard as a result of NGO activities. Also NGOs in this region are networking nationally, regionally and internationally. They are actively involved with the poor, needy and marginalised whilst governments have been sluggish in responding to needs. Weaknesses of these NGOs however include donor dependence leading to reduced sustainability; poor working conditions, poor staff retention; as well as the lack of capacity and organisational development (de Villiers and Stuurman, 1997).

Looking at NGOs in Africa, Shivji (2007) writes about the 'silences in NGO discourse'. According to Shivji (2007), Africans are categorised as the chronically poor and "become the subject matter of poverty reduction strategic papers, authored by consultants, and discussed at stakeholder workshops in which the poor are represented by NGOs" (Shivji, 2007: 24). South Africa is one of the African countries with a very large number of NGOs (Swilling and Russel, 2000 cited in Davids et al, 2005: 68). It is a question as whether these NGOs are really close to the grassroots or not.

There is an informative review of 'legal frameworks for children's rights in [ten] Southern Africa' countries (Save the Children Fund, 2004). This review traces and reports ratifications and signatures that the ten countries have on the international child-related conventions and protocols. The review assesses the regional and local legal commitments the countries have on observation of children's rights. Some examples

given of the ratifications are the United Nations Convention on the Rights of the Child (UNCRC) and the African Charter on the Rights and Welfare of the Child (ACRWC). Two out of ten countries have not ratified these protocols; South Africa is not one of the two. At regional level, the review reports that all of the ten countries have signed the Southern African Development Community (SADC) Declaration on the HIV/AIDS epidemic (Save the Children Fund, 2004: 11). The information on ratifications serves as instruments that can be used to assess how much the member countries in the South observe children's rights.

The next section will focus more specifically on South African NGOs.

2.3 The South African NGOs

This section highlights the connection South African NGOs have with economic development; NGOs and children in South Africa and challenges NGOs face in South Africa.

2.3.1 South African NGOs connection with economic development

Given the widespread poverty in South Africa and the extent of unemployment, labour rights have been a focal concern for some NGOs. Some CSOs have been advocating for a Basic Income Grant (BIG) for legal residents of South Africa "in the context of continued low wages earned [and] high level of unemployment" People's Budget Coalition (2009-2010:40). More and more NGOs are forming coalitions to address pressing social and economic concerns.

Patel (2008: 24) records that there is a progressive potential in the NGO sector around issues of social and economic development. According to Patel (2008) 62% of NGOs were engaged in skills development compared to 38% ten years ago and 50% engaged in poverty reduction initiatives compared to 36% a decade ago. There is a need for further research to determine how organisations understand the connection between social and

economic development. The following section presents highlights of NGOs and children in South Africa.

2.3.2 NGOs and children in South Africa

After the democratic government was elected in, 1994 in South Africa NGOs went through a transition. During the apartheid era, there were NGOs, which had close relationships to the government whilst other NGOs adopted an adversarial stance (Habib and Taylor, 1999:74). History records that children of South Africa were part of the liberation struggle against apartheid and they paid a heavy price for their freedom as citizens (Bains, 2000). Despite the earned freedom, children of South Africa currently still suffer under the neo liberal State policies. The National Children's Rights Committee (NCRC) was formed in response to the unhealthy conditions for children in South Africa (pre-1994), The NCRC worked closely with UNICEF. The main purpose of the NCRC was to advocate the rights of the children (Bains, 2000 and Dawes et al, 2007).

Bains (2000: 71) reports that the National Programme of Action (NPA) is one document that encouraged everyone to prioritise children's rights in South Africa, and that it is an outcome of the broad involvement of children's advocates. The NPA enabled NGOs to provide more effective services to children. The post-apartheid government whilst addressing the apartheid legacy presented the NGO sector in South Africa with many challenges. There was an increased demand for better coordination and utilisation of services (Greenstein, 1998:42). In addition, Harding (1994:16-17) also expresses a view that a lot still has to be done for NGOs in South Africa with regard to improved service delivery and accountability.

2.3.3 Challenges NGOs providing services to children in South Africa face

The future of NGOs in South Africa face challenges, which are linked to 'deracialisation' of services as well as addressing issues such as the impact of poverty and AIDS. The current welfare system as well as new legislation could be seen as an attempt to address the legacy of inequality during the apartheid era. Due to the means-tested social policies

in South Africa, NGOs focus on service delivery needs, which should be provided by the State. As result, NGOs' advocacy role seems to be sidetracked as the focus is on the delivery of services

The Reconstruction and Development Programme (RDP), which happened to be the 1994 democratic government's first policy framework, is recorded to have been constructed after broad consultation. The RDP emphasised the need for safety nets with a focus on the needs of vulnerable population groups (Patel 2005: 87). Patel (2005:87) argues, "This framework was to guide the dismantling of apartheid welfare and the institution of a just and democratic welfare system for all South Africans." The macro-policy framework that replaced the RDP is the Growth Empowerment and Redistribution (GEAR) policy. This is a neo-liberal policy, which prioritises economic growth. Thus, global pressures to propel economic growth have overshadowed redistribution and other development needs.

The NGOs in South Africa operate under the GEAR macroeconomic policy. The market management framework forces NGOs to "operate under "cost recovery" strategies that... penalise the poorest, force [NGOs] into essentially competitive relationships with fellow NGOs...long term planning and inclusion of environmental and social "externalities"... (Harding, 1994:28). Thus, NGOs serving children, who are amongst the country's most vulnerable population, are battling to survive within this context. Social welfare is being 'commercialised' (Midgely: 1997). The beneficiaries are losing out and in this instance it is the children who suffer most.

Gow and Desmond (2002) document alarming records of vulnerable children in South Africa. They raise a concern of the dramatically increasing numbers of orphaned children, which places an added burden on State funding. According to these authors there were approximately 72 000 children in foster care. They record that foster parents are eligible to apply for foster child grants in South Africa only if these children were placed in foster care by courts of law. NGOs providing services to children are also eligible for foster child grants. In addition, *South Africa Child Gauge* (2007/2008: 73) records that in 2007, there were 421, 883 children receiving the Foster Child Grant in

South Africa. Estimations in 2002 projected 300 000 AIDS orphans and an expected three million more within the next ten years (Gow and Desmond 2002: 88). Thus, it is vital for all stakeholders to work together to address the growing need of increasing numbers of vulnerable children. NGOs alone cannot deal with this escalating phenomenon.

The next section discusses the South African civil society and CSOs' contribution toward child protection in South Africa.

2.4 The South African civil society

Abugre (1993) cited in Cole (1994:121), writes that the term NGO applies to any organisation that is not governed directly by the government ministries. This covers a complex web of civil society organisations as well as large international organisations. Civil society organisations include neighbourhood structures, complex national networks, sub-networks and alliances. Abugre's definition of NGOs highlights the fact that NGOs are part of the civil society sector. This sector is also called the 'Third Sector' and is positioned between the State and society

Furthermore, Taylor (1995) cited in Greenstein (2003: 4) gives a theory on the relations between civil society and the State, which he categorises into three levels. One is, "in a minimal sense, civil society [which] is a sphere of free associations that are independent of the state power". At an advocacy level civil society can interact with the State especially with the purpose of influencing State policy. At an adversarial level, social mobilisation groups involving the whole society can work toward "reducing and eliminating the role of the State as an organising principle of power." Thus, civil society could play an important role in holding a government to account.

In this regard, Thomas, 2005 in Bebington, Hickey and Mitlin, (2008: 95) argues that donors have an added rationale for working with NGOs, that empower the poor and hold governments to account with regards to service delivery. In addition, the empowerment

and accountability roles of NGOs encourage development and implementation of pro-poor policies. The anti-apartheid NGOs played a key role in this regard. Post 1994, civil society and the State entered into a new partnership.

In this new 'climate' policy and legislation have favoured the growth of progressive NGOs. In this regard, Patel (2005) indicates that:

Close to a quarter of voluntary organisations focus specifically on social services, and have expertise, infrastructure and other resources that could complement public provision. In order to recognise the progressive non-profit organisations that were not previously funded by the former government, policy and enabling legislation was developed to promote an inclusive partnership. The Welfare Laws Amendment Act 106 of 1997 authorised financial awards to non-profit organisations rendering developmental social welfare services and broadened the range of activities to be funded and managed. The Taxation Management Act of 2000 also provided for a more favourable tax regime to support non-profit organisations. (Patel, 2005: 108).

Thus, the South African government recognises CSOs' contributions towards social development. The taxation laws also reflect a supportive stance of the State towards civil society. The Tax Laws Amendment Act No 30 of 2000 has amended the Income Tax Act No 58 of 1962 so that it benefits NPOs. NPOs do not have to pay any tax on their income and in addition there are no tax deductions for any donors donating money to the NPOs (Tax Laws Amendment Act No 30 of 2000). For the NGOs, providing services to children the aforementioned legislation should be an encouragement to continue delivering services in a sustainable manner.

However, policy and legislation is not sufficient if access to funding becomes more and more difficult. Despite a positive policy framework, the reality is that, much more advocacy and lobbying needs to be done to bring pressure to bear on government as regards the actual service delivery and the accessing of the needed funds.

NGOs are part of CSOs and the involvement of CSOs in upgrading child-related legislation has come out in the South Africa Save the Children (2004) report on South Africa's domestic legislation that focused on children. The South Africa Save the Children (2004) notes that " [I]n South Africa, the call for a new Children's Bill came

from civil society organisations with expertise in working with children, who mounted an in-depth advocacy campaign on the need for legislation that monitored the affairs of children”. It goes further to report that the Law Commission of South Africa included CSOs in the steering committee that worked on the Children’s Bill, which at the time of the given report was in Parliament awaiting approval (Save the Children Fund, 2004: 12). This partnership between civil society and government policy development is crucial. Levin (1999: 20) in discussing the making of social policy emphasises that service providers rather than government ministers are actually the implementers of such policies most of the time.

Greenstein (1998) in Gardiner and Macanda (2003) indicate how SANGOCO and different civil society groups have been involved in influencing government policies. The People’s Budget Coalition (2009-2010: 14) drew attention to service delivery challenges. This coalition, of which SANGOCO is part, was also able to credit government with some success since school attendance of those aged 5 to 24 years, rose from 63% in 1996 to 74% in 2007. Government, NGOs and other relevant stakeholders have the potential to provide South Africa’s children with the services they desperately need.

The following four sections will discuss the challenges NGOs face in relation to legislation, partnerships (SANGOCO), funding, as well as accountability.

2.5 Legislation and other frameworks governing NGOs

According to Gardiner and Macanda (2003:14), Non-Profit Partnership representatives argued that the laws and regulations complicate and hinder NPOs’ access to funding and support. An example was given of Section 4(4) of the NDA Act (Act No. 108 of 1998) which has overwhelming reporting and accounting requirements for many CSOs. A beneficiary CSO would have to submit the following documentation to the National Development Agency (NDA):

- audited financial statements regarding the use of the grant;

- analysis of every project or programme in respect of which that grant is made and a description of all other activities of the organisation; and
- an audited financial report.

The NPO Act (Act No.71 of 1997) also demands stringent financial reporting for registered NPOs as stipulated in Section 17 of the NPO Act (Act No.71 of 1997). Whilst accountability is always a good thing to foster, it is important to bear in mind that capacity needs to be developed in order to produce better accountability. Many of these NPOs would need training and development in order to get their houses in order. Some NPOs may feel that financial reporting is valued over and above the qualitative aspects of the services rendered by the NPOs.

Despite the NPO representatives' views on how difficult it is to access funding these laws do make provision for access to financial support (Dutschke, 2006). Dutschke refers to recent developments in legislation for children's socio-economic rights. Particular reference is made here to amendments to the South African Schools Act of 1996 that exempts parents from school fees in public schools and lays down new national norms and standards for schools funding (Dutschke, 2006: 13). Thus, in principle children's rights as far as education is concerned, are being upheld.

New education policy and regulations which came into effect in 2006 and 2007, provide exemptions from school fees to children in foster care; youth care centres, places of safety and orphanages; children in kinship care, children who receive social grants and children living in child-headed households. Unfortunately, it appears that schools are failing to implement the policies due to financial constraints, as there is a lack of reimbursement from government when schools grant exemptions (Dutschke, 2006: 13). Therefore, the policies are well meaning but the implementation thereof is not always possible.

NGOs providing health services to children are covered through The National Health Act 61 of 2003, which came into effect in 2005. People who qualify for the free services include children placed in foster care and homes (Dutschke, 2006: 15).

Constitutional rights to social services are covered in the Child Care Act No. 72 of 1983, which was repealed by the Children's Act No. 38 of 2005. This Act will come into effect with the passing of the Children's Amendment Bill during 2008 (Dutschke, 2006). The Bill is an important legal document because it provides for and regulates partial care facilities (crèches, foster care, child and youth care centres and institutions). Dutschke (2007: 15-16) recommends that the new Children's Act of 2005 be "strengthened to include clear provisioning clauses obliging the national and provincial spheres of government to allocate sufficient funding."

Other views on the legislation and policy frameworks that protect children in South Africa have been commendatory (Abdullah et al, 2007:6). This emphasis on the care and rights of the children is influenced by the social and economic environment, especially the HIV/AIDS pandemic. People have been sensitised towards Orphaned and Vulnerable Children (OVC). However, some people in government view OVC as a financial burden which needs to be shared. Thus, this responsibility may well be shifted to an already depleted community or cash-strapped child-care organisations. Other stakeholders need to drawn in.

According to Dawes et al. (2007), South Africa's 2001 report (produced by NPA with the help of UNICEF) to the United Nations Committee on the Rights of the Child, was comprehensive but had significant gaps. The gaps listed are the lack of State policy to monitor child development outcomes. Data tools to gather data on children are not in place and the children's section of Statistics South Africa is no more. These discrepancies in the legal frameworks and implementations are a thorn in the flesh of children's rights activists in South Africa. Thus more work needs to be done at the level of advocacy and lobbying.

The following section discusses the issue of partnerships (SANGOCO).

2.6 Partnerships (SANGOCO) – coalition, advocacy and networking

Within the current governmental structures the State-NGO relationship has been formalised to facilitate greater coordination and transparency. Government proposed that there be an umbrella body for NGOs to promote partnership between the State and the NGOs. This proposal led to the establishment of the South African Non-Governmental Organisations Coalition, (SANGOCO) in 1995. SANGOCO is the umbrella body whose mandate is to unite and strengthen the NGO sector.

Naidoo (1997) cited in Greenstein (1998:42) argues that SANGOCO exists “to enable [NGO sector] to influence development policy and advocate programmes that meet the needs of the poor in the best possible way, at the least cost.” The People’s Budget Coalition (2009-2010: 28) argues that children within the 14 to 18 years bracket in South Africa face multiple exclusion from poverty alleviation programmes and a proposal to include these children is to extend the Child Support Grant from 14 to 18 years. This extension would automatically exempt the given age group from having to pay primary and tertiary schools fees or primary health care services. In this instance, the coalition has influenced the policy makers to consider the inclusion of the given age group in their policy revision and amendments in order to cover these children’s rights provide them with basic education and primary health care. Thus, one is able to value the contribution that such coalition can make in the interests of young persons. Needless to say an umbrella body like SANGOCO is bound to have its challenges.

Some civil society activists feel that the existence of SANGOCO could endanger the autonomy as well as the influence of smaller NGOs in some ways (Greenstein, 1998:42). Kotze (2004) argues that since SANGOCO’s Poverty Hearing (1998), very little has changed for people in terms of their actual life experiences in relation to poverty. Although SANGOCO may have some leverage in making its voice heard, in lobbying on behalf of the people, not much success has come its way in terms of actual delivery. Part

of the problem is not so much the lack of funds but administration and implementation strategies. In addition, SANGOCO happened to be part of the pro-ANC government CSOs and thus lost credibility among other CSOs (Hlatshwayo 2007-2009, in Foundation for Human Rights, 2009). Despite what the critics of SANGOCO may say, it can and has played a role in shifting government policy. Funding of NGOs continues to be a major problem that affects the day-to-day running of their activities. The next section will address this concern.

2.7 Funding for NGOs in South Africa

Funding from international donors for NGOs in South Africa before 1994 went directly to NGOs. Post 1994 international donors re-routed funds towards the democratic government and as a result NGOs were financially challenged. Poor administration of funds within the government structures has left NGOs in a precarious state. The next section outlines funding for NGOs in South Africa prior to 1994.

2.7.1 Funding for NGOs in South Africa prior to 1994

Cuthbert as cited in Kleinenberg (1994: 9) makes some observations about South Africa's approach to welfare. Before the 1994 democratic government, the previous government espoused a 'residual welfare' approach, which meant that the State would only step in when families were unable to provide. Thus, South Africa prior to 1994 was not considered a welfare state. The other options for provision of services in that context (prior to 1994) were religious and community based organisation support. Government thus only stepped in when no other options were available.

Whilst service delivery to 'poor Whites' was largely catered for by Afrikaner organisations, the vast majority of needy Africans were left destitute and serviced by relatively few 'progressive organisations' that were funded by overseas donors. As the anti-Apartheid struggle gained momentum, more and more monies were coming in from

foreign donors directly to the NGOs that were providing much needed services to the majority in need. The next section presents financial challenges for NGO support.

2.7.2 Financial challenges for NGO support post 1994

With the onset of democracy (1994), the funding landscape changed drastically. This new arrangement forced many CSOs to close down (Gardiner and Macanda 2003:4) as they faced a problem of inadequate funds for their operational activities.

Various authors and community activists have made critical observations about the access to monies. Swilling and Russell (2002) cited in Ndlovu (2004) are concerned that most of the government funds go to the well-established and formal NPOs and these tend to be operating in working-class and middle-class communities. The South African private sector has a poor record of accomplishment of public giving and philanthropy. In addition, Swilling and Russell (2002) cited in Ndlovu (2004) are concerned that the private sector has small social responsibility budgets. This sector needs to be more diverse in the types of projects it funds, for now they seem to focus mainly on health, development, housing, education and research (Swilling and Russell, 2002 cited in Ndlovu, 2004: 11). Private sector involvement in providing funding for children could thus be expanded in South Africa.

There are concerns about the management of NGOs or civil society organisations. Competency levels of management in this sector do not augur well for accessing funds from the private sector (Rockey and Freemantle, 2004). The following extract comes from a Corporate Social Investment (CSI) beneficiary:

Too many social development organisations, caught in the mire of survival and other grass-roots pressures, are unable to devote limited resources to manage, administer and report back regularly to the funders. Unfortunately for them, today's more professional and strategic social investment environment brings with it the expectation of monitoring and accountability, and those organisations that are up to the task win out over those that can't, or are unwilling, to do so (Rockey and Freemantle, 2004:145).

Thus, struggling NGOs providing much needed services in disadvantaged communities are in a “catch 22” situation. They never receive sufficient funding to train and develop

their own capacity let alone carry out their much-needed activities. On the other hand, other NGOs situated in middle-class communities with better resources are well positioned to access competitive funding (Kotze, 2004). Bias in development is being sustained.

What should also be borne in mind is that donor interests are not purely philanthropic. Donors' demands for accountability can also affect the integrity of the services in a negative way (Jones, 2004). It is a fact that in order to survive, most NGOs have allowed themselves to become entrapped in donor and government agendas. Thus, the identity of NGOs is being re-cast and transformed into "handmaidens" of other agendas.

If one considers the State as the main NGO financial support base, the earlier mentioned closing down of NGOs could be due to mismanagement or lack of information on how NGOs can access funds from the State. Some NGOs providing services to children were also closed down. Funding still flows into South Africa as a developing country, but it is now channelled through a new government structure - the National Development Agency. This will be discussed in the following section.

2.7.3 The National Development Agency Act and office

The National Development Agency Act No. 108 of 1998 was established as a response to the funding crisis, which was disempowering many CSOs. The government thus assigned the support of CSOs to the office of the Reconstruction and Development Programme (RDP), through the Transitional National Development Trust (TNDT). As a transitional body, the TNDT was only expected to be in operation for two years, 1996 – 1998. After all the delays, the NDA Act No. 108 of 1998 was finally passed in 1998 under the Ministry of Finance. The NDA (successor of the TNDT) administration was transferred to the Ministry of Social Development in 2001 (Gardiner and Macanda, 2003).

There are contradictory opinions as to whether the NDA administration should be located in the Ministry of Social Development or elsewhere. Zabala (2002) cited in Gardiner and Macanda (2003:8) suggests that a neutral place for the NDA location is the office of the

President to avoid personal influences from different ministries. A different view is that technically the Ministry of Social Development is appropriate for the NDA administration since the ministry deals with various streams of social development and this view is shared by both Mthembu (2002) and various grant-makers (Ibid).

Reports from 2002/3 on the NDA performance since its establishment revealed several shortcomings. The shortcomings reveal that the government has failed to channel financial support down to NGOs as compared to direct funding to NGOs pre 1994. The civil society activists and media felt there was a need to amend the NDA Act No. 108 of 1998, which appeared to have had some loopholes such as the lack of a public reporting process, as well as an opportunity for appeal by the CSOs against the NDA decisions (Gardiner and Macanda, 2003). The NDA Act was amended in 2003 without taking into account the suggested CSOs recommendations.

It is clear that NGO funding influences the delivery of services, without money nothing happens. However, monies can only be given to NGOs that are accountable. Ultimately, these NGOs should be firstly accountable to the people whose needs they are trying to serve.

2.8 The accountability of NGOs to children

Davids and Skinner (2006) indicate that NGOs need to address children's access to basic needs such as shelter and food; the issues of child neglect and abuse due to high rates of substance abuse and unemployment of caregivers or parents and the lack of collaboration between government departments that results in orphaned and vulnerable children failing to access services.

Some authors also raise concerns about the appropriateness of the services offered to the beneficiaries of these organisations. Pieterse (1995) argues that NGOs and CBOs need to engage rigorously with the target communities and tune in to their felt needs and environment before offering any services to such communities. NGOs providing services

to children should understand the broader context and the multi-factors that affect the lives of these orphaned and vulnerable children.

This section discusses various issues of vulnerable children in South Africa and these include children of working parents, orphan-hood, child-headed household and street children. The section also acknowledges government programmes addressing children's needs and outlines a brief list of principles NGOs need to consider in relation to beneficiaries.

2.8.1 Children of working parents

Barbarin and Richter (2001) writing on 'Children in South Africa' indicate several challenges faced by children. Parents, who work as domestic workers in the cities, live with their children in backyards of houses within prosperous suburbs. Children in these areas are confined to limited spaces. Compared with those in the townships, these children may appear to be better off. The children's "poverty is softened by the lushness of the physical space they share with the affluent, but at the same time their destitution is rendered more psychologically stinging by its contrast to the abundance that surrounds them" (Barbarin and Richter, 2001: 16). These are the real pressures of mostly poor children in South Africa. There are also large numbers of children who live in unsafe environments in informal settlements where there is little protection from harm. The next section presents the child-headed household phenomenon in South Africa.

2.8.2 The child-headed household phenomenon

Child-headed households constitute a growing phenomenon in South Africa. Usually these children have lost one or both parents due to illness (HIV/AIDS) and now have to look after each other (Rosa, 2004). UNICEF (2008:132) estimates 1400 thousand children orphaned by AIDS in South Africa in 2007. Rosa (2004: 3) defines a child-headed household as follows: "a household where the parents or adult care-givers have died or abandoned the children and the child head is under the age of 18...more broadly [consists] of children living together on their own where the eldest child [is] over the age

of 18 but still attending school”. NGOs providing services to children need to be increasingly aware of this phenomenon, and they must find innovative ways to bring help to such families.

According to research done on child-headed households, the best interest of these children are served when they are allowed to remain together as siblings in their own households within their communities (Rosa, 2004). There is a recommendation that the Children’s Bill should incorporate external mechanisms such as mentorship schemes to provide support to the child-headed households (Rosa, 2004). The proposed mentorship schemes if approved by the State would mandate the Department of Social Development, recognised NGOs, child and family courts to appoint ‘household mentors’ (Rosa, 2004).

Amongst other duties, these household mentors would access social grants and other benefits on behalf of the child-headed household, and act as caretaker parents over a cluster of these households. The mentor or caretaker parent would also pay regular visits to the households to ensure that the basic needs of the family unit are being met as well as observing school attendance of children in each household. These mentors would be answerable to the three bodies concerned, namely: the Department of Social Development; recognised NGOs and child and family courts. There is also an emphasis on members of NGOs being responsible to identify children in need as well as identifying responsible mentors within the communities (Rosa, 2004).

There is also an additional recommendation for child-headed households that the State allow children acting as primary care-givers to have direct access to the Child Support Grant (CSG), both on their behalf as well as their siblings (Rosa, 2004). As the People’s Budget Coalition proposed, the CSG should be extended to children up to 18 years. This grant could then work in the best interest of many more vulnerable children in South Africa. Thus, the intensive study on child-headed households in South Africa has brought to light important aspects of this growing phenomenon. Another growing phenomenon in South Africa is orphan-hood discussed in the next section.

2.8.3 Orphan-hood in South Africa

Orphan-hood is another increasing problem in South Africa. Meintjes et al.'s 2003 report as cited in Deacon and Stephney (2007) indicates that in South Africa the number of orphans who have lost their mothers is expected to rise from 990 000 in 2003 to 3.05 million by 2015 and the number of orphans who have lost both parents would increase from 190 000 to two million by 2015. These numbers confirm that orphan-hood would be a serious challenge for South African children. Deacon and Stephney (2007: 12) report that a number of studies have revealed that orphans compared with non-orphans are less likely to have access to basic material needs, education or experience household stability (Deacon and Stephney, 2007, citing Makame et al, 2002; Muller et al, 1999; Ntozi and Mukiza-Gapere, 1995). Many of these orphans may not be able to live in child-headed households since they are too young to care for themselves as a unit.

Deacon and Stephney (2007: 14) record that the AIDS pandemic will be the most significant reason for the high numbers of orphans and child-headed households as compared with the situation in the past. Deacon and Stephney suggest that several authors agree on common problems in high-prevalence areas as “ensuing deterioration of services, the weakening of social institutions and high levels of stress” (Deacon and Stephney, 2007, citing Richter 2004, Giese et al. 2003, and Wild et al. 2005). This could be the prevailing situation for children served by the NGOs in the Cape Metropolitan, South. Few working family members cannot take responsibility for orphaned children, nor are they able to bury their deceased relatives (Deacon and Stephney, 2007).

There are varieties of factors that impact negatively on children whether or not they are orphans:

“Both orphans and non-orphans could routinely experience a sequence of different caregivers, frequent migrations, the lack of parental figures, or separation from their biological siblings. A majority of children may now have to face illness and death of caregivers in the extended family system, whether or not they themselves actually become orphans before age 15 or 18” (Deacon and Stephney, 2007: 15).

This situation is actually not new within the Sub-Saharan communities as Bray (2003) and Madhavan (2004) cited in Deacon and Stephney's (2007) report. According to these

authors, even before the current HIV/AIDS era, parents have had to work away from home as migrant workers and children moved into informal foster care with relatives' families.

The government in South Africa at some point reached a conclusion that the community and/or family based care for orphans with State support could be the best option (Gow and Desmond, 2002). This could be a possibility if the informal foster care systems still operated within communities. Deacon and Stephney (2007) raise a concern that at some point, these systems get overloaded and are no longer functional as families and communities are faced with other more pressing needs of survival. Thus, this option is not as viable as it was thought to be.

Loening-Voysey and Wilson (2001) cited in Gow and Desmond (2002) warn that it is vital to have substitute care options for HIV/AIDS orphans. The argument is that there is intense discrimination and stigma towards people living with HIV and the scaling-up of community-based programmes may not be the best solution at this stage. There is also an issue of HIV-positive mothers being rejected and not supported in their communities. In the end, they abandon their HIV-positive babies. Most of such babies receive statutory residential care as the only option, due to discrimination and stigma. Thus Loening-Voysey and Wilson (2001) cited in Gow and Desmond (2002) suggest that government should consider a careful balance in scaling-up community and/ or family-based care for HIV/AIDS infected and affected children, as well as scaling down residential care facilities.

In addition to preliminary steps taken by the State to revise legal frameworks governing children of South Africa, the South African Law Commission is currently engaged in processing a new Child Care Act to replace the 1983 old Act. All these child related legal framework revisions including the amendments to the social security system for children are working towards meeting the needs of all vulnerable children including those affected by the AIDS pandemic (Gow and Desmond, 2002: 168). Street children form another group of vulnerable children in South Africa as discussed in the next section.

2.8.4 Street children

NGOs providing services to children should be geared towards providing services to those vulnerable children as defined by South African legislation. Another group of vulnerable children are the street children. Global statistics of street children suggest that there are approximately between 30 to 100 million (Biel, 2004). The United Nations Development Programme (UNDP) Human Development Report 2000 records that there are over 100 million children living or working in the streets. These are alarming numbers.

Biel (2004: 17) raises a concern that despite the ratification of International Conventions and Agreements, children's rights are still violated and children continue to suffer, especially the street children. The appeal is for national and international organisations to do more, not only in providing housing for street children but to create awareness of their issues. In addition, there should be support from government and communities toward efforts of integrating street children back into the communities. Activists for street children reveal that these children have been failed by different structures within societies (Lewis, 2004).

The misunderstanding surrounding street children is one of the factors that keep them from being integrated back into the communities. Lewis (2004) names violence in the homes, poverty and anti-social behaviour as some of the major reasons why street children resort to living in the streets away from home.

The next section presents government efforts to meet children's needs.

2.8.5 Acknowledging government programmes to meet children's needs

In South Africa, the government has three means-tested social grants for all the vulnerable children in the country (South Africa Government Services, 2008). One of the general social grants for poor children in South Africa is the child support grant. The South Africa Department of Social Development (2003) records that grant beneficiaries

totalled approximately 5.5 million by February 2003, including an addition of 2.5 million child grant beneficiaries since 1998. It also notes the significant expansion of the safety net over the five years in partnership with other stakeholders. NGOs are recognised as a significant stakeholder contributing to the care and support of children. The child support grant has been extended from 0 to 6 years to the 14th birthday as recorded on the Department of Social Development fact sheet on the extension of the child support grant (South Africa Department of Social Development, 2003). As of 2009, this has now been extended to 18 years.

Another grant that can be accessed by legal foster parents is a foster child grant. According to the South Africa Government Services (2008), any foster parent appointed by the court can apply for the foster child grant. This grant is means tested and usually runs for two years although the social worker may extend it depending on the circumstances. The grant can be paid until the 18th birthday and may stop when the child leaves school or earns an income above a stipulated means test. However, if the child is still in secondary or high school on the 18th birthday, then the grant could be paid up to the 21st birthday (South Africa Government Services, 2008).

There is also a dependency care grant for children with severe disabilities and needing full-time care or special care (South Africa Government Services, 2008). There is a list of requirements for applicants to this grant and the other two grants above. Information about these grants is readily accessible to all NGOs providing services to children and it is hoped that these NGOs are accessing the necessary resources on behalf of these children so that the quality of their care can be improved. The next section outlines a list of principles to consider in relation to beneficiaries.

2.8.6 Principles to consider in relation to beneficiaries

Camay and Gordon (1997: 7-8) give a list of basic principles for NGOs to consider when relating to beneficiary communities:

- Participation – NGOs should ensure that the community is actively involved in identification, design, implementation, and evaluation of development activities.
- Empowerment – NGOs should give the community tools to develop and speak for themselves.
- Accountability – NGOs should account to the community in terms of what it does on behalf of the community or any funds raised for the community.
- Transparency – NGOs should be open to the community about its own organisational objectives and agenda.
- Collective action – NGOs should encourage the community to act as a group, and take collective responsibility for any activity outcome.
- Self-reliance – NGOs should encourage the community to contribute some of its resources to the activity so as to minimise dependency on the NGO.

These principles could also be applicable to NGOs providing services to children. Furthermore, Camay and Gordon encourage NGOs to partner with beneficiary communities, and to allow a learning process between the two partners (Camay and Gordon 1997).

2.9 Conclusion

The literature reviewed in this chapter covered the following issues: history and contribution of NGOs with a concern for child welfare, from the international through to the regional and South African context. Other themes reviewed include South African civil society; legislation related to NGOs and children; South African non-governmental organisations coalition (SANGOCO); NGO-funding and accountability. Chapter Three will present the research methodology.

CHAPTER THREE: RESEARCH METHODOLOGY

3. Introduction

This chapter reiterates the main research objectives once more and sets out the; methodological approach; research design; research setting and population; sampling; data collection; data analysis; data verification; reflexivity; ethics and limitations of the research.

The objectives are as follows (see section: 1.5: 6).

- To explore how the NGOs in the post 1994 South Africa are affected by the present regulatory frameworks, including the Non-profit Organisations (NPO) Act (Act No. 71 of 1997), the National Development Agency (NDA) Act (Act No. 108 of 1998), the Children's Act (Act No. 38 of 2005) and the Tax Laws Amendment Act (Act No. 30 of 2000) in South Africa;
- To ascertain the perceptions around sources of funding for the NGOs within the South African post 1994 era;
- To explore the nature and impact of the services provided by these NGOs; and
- To explore NGOs' involvement in networking with a broader coalition to promote policy and advocacy.

3.1 The Methodological Approach

In conceptualising the study, the researcher thought through issues of feasibility and appropriateness. Since the study would be small-scale and exploratory, it was deemed fit to choose a qualitative approach using mainly the qualitative data collection techniques. Other sources of data would be secondary such as annual general meetings (AGM) reports and other documentation.

3.2 Research design

A qualitative design was adopted. This design allows the researcher to derive meaning from the participants' perspective (De Vos et al, 1998: 242). Whilst this study cannot claim to be a biography, phenomenology, grounded theory, ethnography or a true case study as such (Creswell, 1998) it does adopt an interpretive paradigm which places a premium on the subjective experiences of the participants.

Besides adopting an interpretive, qualitative approach, the study is also an explorative study that seeks to understand the perceptions that individuals have about the phenomenon under study. One usually adopts an exploratory approach when not many studies have been done in that particular area and there is a need for deeper understanding of the phenomenon, Babbie (1999). In this research, key NGO personnel are interviewed in an attempt to understand the meanings they give to the challenges NGOs providing services to children face. The following section presents the research setting and population.

3.3 Research Setting and Population

A resource list of all NGOs in the Western Cape was compiled using Prodder, SANGOnet and the Western Cape Directory of NGOs. The NGOs were then purposively selected from the resource list based on the following criteria. To keep the focus of the study as well as ensuring accountability the NGOs should:

- be working with children
- have registered as a Non-profit Organisation (NPO)
- have existed for a minimum of five years
- have national links and possibly also international links
- be located in the Cape Metropolitan, South Africa in the Western Cape

A list of twenty organisations providing services to children located in the Cape Town Metropolitan Area was drawn up and the researcher contacted the listed organisations by phone, going through the list randomly. This initial step assisted the researcher in

ensuring that the organisations met the criteria listed above. Five NGOs providing services to children, located in the Cape Town Metropolitan Area, were then purposively selected.

3.4 Sampling

A non-probability sample was used in this study. The researcher used her personal judgement guided by criteria to select the sample. Purposive sampling (used in this study) is one type of non-probability sampling and denotes that participants would be selected according to the researcher's predetermined criteria relevant to addressing the research question (Given, 2008).

Purposive sampling is based on the judgement of the researcher and a sample is chosen that contain those elements of the population that the researcher wants to examine (de Vos, 2002). For example, only those NGOs that provide services to children in the Cape Town Metropolitan were purposively selected. Purposive sampling is non-probability sampling, which means that not all NGOs serving children in the Cape Metropolitan, South Africa had an equal chance of being selected. Thus, one could not generalise the findings to the broader population of NGOs serving children in the Cape Metropolitan, South Africa. Only those NGOs that had the potential of being 'information rich' and that met the selection criteria were asked to participate.

3.4.1 Sampling of participants

Fifteen participants within the sample of five NGOs constituted the sample participants for the study. These included one director and two practitioners directly involved in service delivery in each of the NGOs. Thus, five directors, nine practitioners and one key informant¹ (fifteen participants in all) constituted the sample for the study.

¹ In one organisation a key informant was interviewed in place of the second practitioner

3.4.2 Gender of participants

Out of 15 members of staff, there were four females and one male in management positions. Out of nine practitioners, there were seven females and two males. There was also one female key informant.

3.5 Data collection

Data was collected from the fifteen-targeted participants through setting up appointments and doing face-to-face interviewing, the content of which was captured via a tape-recorder.

3.5.1 Data collection approach

One of the data collection approaches that can be used in qualitative studies is face to face in-depth interviewing which is discussed in the section below.

- **Face to face interviews**

Face to face interviews may be considered synonymous with in-depth interviewing where the purpose is for the researcher to engage in the face-to-face interaction with the participant in order to understand the participant's perspectives on a situation through verbal. During the interview process the researcher introduces the theme, builds the rapport, and encourages the participant to share information spontaneously though with some guidance and probing where necessary (de Vos et al, 1998).

The actual approach of face-to-face interviews in this study allowed the participants (directors and practitioners) to "share their feelings, experiences and beliefs with the [researcher]" (De Vos et al, 1998: 298). The researcher was aware of the necessary interviewing techniques and the pitfalls (de Vos et al, 2002: 292-296). Although time-consuming, this approach was most appropriate for the exploratory purposes of this study. The researcher used a schedule to guide the interview process.

- **Data collection tools**

Semi-structured interview schedule

Data was collected during the period of January- June 2008. All the ethical considerations were followed in the data collection process. Data was collected through semi-structured interview schedules (see appendices **B**: 101 and **C**: 108). Maree (2007) suggests that this schedule is flexible enough to allow for probing and clarification of answers. This schedule was used as a guide and not rigidly adhered to. The semi-structured interview schedule allows both researcher and participant a chance to ask other questions freely and encourages rapport in the interview environment.

Use of tape recorder and other sources

A tape recorder was used with the permission of the participants to record the interview. Denscombe (2003) points to the shortcoming with an audio tape-recording that it would capture only the speech but miss the non-verbal communication and other contextual factors. Hence, the researcher concentrated on noting the non-verbal cues while tape recording the verbal responses. According to Henning, Van Rensburg and Smit (2004) documents and other records form part of qualitative data collection. In this research, annual reports of the various organisations were collected and read as well as other relevant literature, which could shed light on the topic examined.

3.6 Data analysis

Data was managed in various ways including the initial stages of recording and making notes. Data was transcribed from the recorder and an analysis was done according to an adaptation of Tesch's (1990) approach.

Data were analysed using Tesch's (1990) steps as follows:

- The fifteen interviews were transcribed from the tape recorder.
- The transcripts were read through to orientate the researcher once more to the data.

- One transcript was selected to gain a deeper insight into the participant's 'meaning' and preliminary analysis was done on this transcript.
- Using colour pens the initial coding sought to label the text into topic and sub-topics and this process was applied to all the transcripts.
- Similar topics and sub-topics were clustered together from the transcribed data and merged into a working framework of themes, categories and sub-categories
- The themes were aligned with the objectives of the study and this working framework of themes, categories/subcategories was used as a structure for writing up the analysis
- During the writing up process, the actual quotes of the participants were used to illustrate themes and categories and the findings were linked to other research studies (De Vos et al. 1998: 343).

3.7 Data verification

The 'trustworthiness' of qualitative data can be determined according to a set of criteria (Guba and Lincoln, 1985).

The four criteria according to Guba and Lincoln (1985) are credibility, transferability, dependability and confirmability. Thus in assessing the soundness of the study the research has kept these four key constructs in mind.

In terms of credibility (an alternative to internal validity) the NGOs were selected according to specifically stated criteria and the identified participants were the directors and practitioners. These participants were clearly identified in the research sample. These participants best answered the research topic (problem) and the nature of the qualitative data collected allowed for a deeper understanding of the problem. The study had clear boundaries so as to further add rigour to the study.

In relation to the transferability (an alternative to external validity) of the study it will always present some problems in a qualitative study but to counter this, the researcher has

clearly laid out the theoretical framework of the study as well as how data was collected and analysed according to this framework. Thus, it could be transferred to another setting.

Regarding the issue of 'dependability' (an alternative to reliability) changing conditions in the qualitative approach is taken as a 'given' since the social world is constantly being constructed.

Lincoln and Guba (1985) suggest that confirmability (an alternative to 'objectivity') is linked to whether or not the findings can be confirmed by another. The onus is placed on the data and not on the researcher since the data is interrogated as to whether or not it confirms the findings.

3.8 Reflexivity

The researcher's inexperience as a novice researcher was a challenge in this study. This inexperience influenced setting appointments, conducting interviews and analysing data in the study. To overcome these challenges one needs good planning, effective time management, probing, and analysing skills. Some of these skills the researcher acquired during the research process. The supervisor's guidance was also taken into account. The researcher experienced further anxiety in the fact that she was not a South African and might have not fully understood the context. However, immersing oneself in South Africa's history proved helpful.

3.9 Ethical considerations

De Vos et al (2005: 57) view "ethics" as a set of moral principles suggested by an individual or group. It offers rules and expectations on the most acceptable behaviour towards experiential subjects, participants and all involved in the research. Areas that were covered in this study include informed consent, harm to participants; violation of privacy, release of findings and participants' access to the findings.

- **Informed consent**

Social researchers may present participants with written information on what the research is about and what is expected of them (Denscombe, 1998). Letters requesting participants' participation, indicating the goal and procedures of the research to allow the participants to make a voluntary decision with regard to their participation was given to the organisations. Once the organisation agreed to participate, the management allowed the researcher access to the rest of the participants (see Appendix A: 102 for the letter requesting participants' participation in the study).

- **Harm to participants**

Care was taken to protect participants from any harm, especially emotional and psychological harm. The nature of this research could involve some sensitive information and the participants were free to respond or not to respond.

- **Violation of privacy**

The researcher protected all the participants' privacy. Though the tape recorder was used to collect data, this was with the consent of each participant. Assurance was given that the researcher would personally transcribe and analyse the data. The participants were also assured that their identities and those of their organisations would not be revealed.

- **Release of the findings**

The findings will be reported upon as objectively as possible. An academic document will be prepared. At a later stage, these findings may be published in a journal.

- **Participants' access to findings**

The participating NGOs will be issued with the summary of the main findings

3.10 Limitations of the study

Every research study has some inherent limitations. One chooses a particular approach and tool despite its limitations in order to achieve the goal and purpose of study. An awareness of these limitations helps with a sound approach to the integrity of the data so that one does not make broad claims that are unsubstantiated.

- **Research approach**

A qualitative approach was used. This study was subjective in nature as the focus was to deduce meaning from the participants. Qualitative studies may not yield much data as far as scope is concerned but it will yield a depth of understanding about the phenomenon being studied. Such studies yield 'soft data' since participants' meanings and perceptions are given prominence. 'Hard data' such as numbers or statistics are pertinent to the quantitative approach. Thus, despite its limitations, this qualitative approach was deemed suitable for the exploratory purposes of this study.

- **Sampling**

This was a purposive study implying that the researcher decided on which participants to select, based on particular criteria and the researcher's judgment (De Vos et al 1998: 198). This could be a limitation since it reveals only the views of the selected participants and these may not be the views of the general population of the NGOs in the Cape Metropolitan, South Africa of the Western Cape. The results of the research cannot be generalised for all NGOs since it was not a truly random sample. Despite this, a deeper understanding of the research problem has been gained and further studies could be undertaken taking into account the perceptions of the participants from the five NGOs.

- **Data collection**

Bernard (2000:221) writes that probing in semi-structured interviews can be obstructive if the interviewer injects too much of self in the interaction which would turn data into a self-reflection. On the other hand, probing is a key technique to allow participants to

open-up and give more information. The researcher engaged in the probing technique effectively to get more information from participants. However, the participants may have answered in ways that are biased, providing 'politically correct' answers. Skilful interviewing was needed in order to clarify issues.

Despite the limitations of face to face interviewing which lies in the interviewing process itself and which is also time-consuming to conduct, this was the preferred and appropriate strategy. The tape-recording of data could have inhibited some responses initially but as the time progressed during an interview, participants soon forgot the tape-recorder and engaged fully with the researcher.

- **Data analysis**

The data analysis is a subjective process based on subjective interpretations. The researcher's interpretation and understanding of the situation as well as the analysis of the verbal and non-verbal responses of the participants may be biased. Furthermore, the actual coding of the transcripts is also subjective since it is based on the meanings that emanate from the transcripts and these meanings are further given 'meaning' through a labelling process.

Morse and Field (1996) cited in De Vos et al. (1998: 340-341) give four cognitive processes which the researcher engaged to analyse data and those are comprehending, synthesising, theorising and recontextualising. The researcher may have overlooked some categories or subsumed them into larger categories. However, careful examination of the 'working framework' for analysis proved helpful in addressing some of these limitations.

- **The researcher**

The researcher is a "novice" in research and was aware that inexperience would probably affect the outcome of the study. However, previous experience in the NGO field, theoretical insights gained from the social development courses as well as the guidance of the supervisor addressed this issue to some extent.

3.11 Conclusion

A qualitative approach was adopted. This chapter set out the Research Design and Methodology in relation to the sampling, data collection, analysis and data verification. Limitations of the study were highlighted and ethical considerations were put forward. Reflexivity was discussed.

The following Chapter four, discusses the research findings.

University of Cape Town

CHAPTER FOUR: THE PRESENTATION AND DISCUSSION OF FINDINGS

4. Introduction

This chapter presents the findings of the study. It begins with a presentation of the profiles of both the organisations and participants. A framework for presentation of the findings is laid out in Table 3. The major themes are linked to the study objectives and the sub-themes are listed as categories. Each category linked to these themes is discussed using the actual quotes of the participants. Further critical analyses of these quotes were undertaken when these quotes were compared to other authors' observations (in literature review). Also, the researcher where it was pertinent offered some commentary on the findings.

4.1 Profile of organisations

A brief description of the organisations is presented in this section. The names of organisations are stated as pseudonyms for confidentiality purposes. Table 1 presents the profile of the sample NGOs. The purpose of Table 1 serves as an orientation to the reader concerning the foundation dates, number of staff, mission statements, aims and programmes of the five NGOs.

Table 1: Profile of the organisations

	Organisation A	Organisation B	Organisation C	Organisation D	Organisation E
Establishment date	1868	1881	1982	2000	2004
No. of staff	28	15	42	4	9
Mission of organisation	To care for abandoned and abused children, nurture them and work on reuniting them with their families (Participant 1).	Together with the people of God, we aim to present the love of Christ to all, but especially the poor, through the ministry of care and education (Annual report 2007: 4).	To help street children to reconstruct their shattered lives and supervise intervention in disadvantaged communities (Annual report 2007: 2).	To build friendship through mentoring and develop friendships with children (Participant 3).	To help each child to live according to his/her full potential. And to help them to be fully equipped with skills required for a healthy living, strengthen them to have basic education, for each person to integrate into the whole community (Participant 1).
Initial Aims	Started as a residence/refuge for women with their children	To care for the orphaned, abandoned and homeless children	Focus was on empowering street children who live in Cape Town	To provide children with, skills to improve the quality of life and teach them life skills and communications and motivate them for education	Worked with children on the streets and focus was changing lives for the next generation (Participant 1)
Present Aims	To develop children physically, psychologically and emotionally since they have been exposed to abuse, poverty or HIV/AIDS (Participant 1).	Has extended to include all vulnerable children in need of care (Participant 1).	Has extended programmes to include children's home, job creation and community prevention (Participants 2).	Has extended to include diversion and HIV/AIDS programmes (Participant 1)	Focusing on child and family rigorously to bring the child from the street to the community (Participant 1).
Main programmes/services	1. The main programmes are residential care and family reunification 2. Other programmes are adolescent development programme pilot project, life skills training, outreach programmes (participants 1 & 2).	1. It's mainly residential care and emergency babies 2. Also there's family reunification project 3. Children go to school, play games and soccer & join clubs (participants 1, 2 & 3).	1. Drop-in centre 2. Street work 3. Intake shelter 4. Children's home 5. Early intervention – community outreach 6. Job creation (Annual report 2007: 2)	1. Schools programme 2. Children's homes programme 3. Diversion programme 4. HIV and AIDS programme (participants 1, 2 & 3)	1. Assessment and referral centre 2. Shelter for the boys 3. Parenting skills project 4. school support (Participant 1)

As depicted in Table 1, the sample comprised of five organisations. In keeping with the criteria for inclusion in the study sample, all organisations provide services to children.

Table 1 outlines the mission statements, aims and main programmes and services of organisations. The mission statements show that the organisations vary in focus, with two organisations (A & B) dealing specifically with abandoned and abused children and the other two (C & E) focusing on street children; the other organisation (D) focuses on mentoring and providing children with life skills.

The mission statements of the organisations also reveal that four of the organisations (A, B, C & E) are residential facilities that care for children. The fifth organisation (D) reaches those children in schools, homes or shelters. The Table also shows that three organisations (B, C & D) have maintained their aims since their establishment, but extended the aims over time in response to emerging issues, especially HIV/AIDS. The other two organisations (A & E) on the other hand have changed their aims. Organisation (A) shifted its focus from sheltering refugee women and their children to addressing the psychological and emotional needs of not only abused children but also those living in poverty and those affected and infected with HIV/AIDS. Organisation (E) not only focuses on street children but on integrating street children back into their families and communities.

4.2 Profile of participants

Table 2 is a presentation of the participants' profiles. Numbers instead of names are used to ensure confidentiality. Table 2 shows that three participants were interviewed from each organisation. Of the three, one had to be in a senior management position and the other two practitioners working more closely with the children. One participant is in neither management nor a direct service practitioner but is a fundraiser and was referred by the management.

Table 2: Profile of participants

Participants	Sex	Duration in organisation	Qualifications	Position	position duration
Organisation A					
1	F	12 years	Masters Degree in Social Development	Director (M)	3 years
2	F	3 years	B A degree in Social Work	Social Worker (P)	3 years
3	F	7 years	Teaching diploma	Senior care worker (P)	few months
Organisation B					
1	F	32 years	B A degree in Social Work	Principal (M)	10 years
2	F	3 years	National Diploma in Public Relations management	Fundraiser (F)	2 years
3	F	2.5 years	Matriculated & half-way Social Work	House mother (P)	9 months
Organisation C					
1	F	4 years	MA in social work	Director (M)	4 years
2	F	5 yrs 6 months	B A degree in Social Work	Unit manager & social worker (P)	5 yrs 6 months
3	M	3 years	Standard 10 & NACCW training	Child & youth worker (P)	3 years
Organisation D					
1	F	3 yrs 10 months	B A degree in Social Work	Program coordinator (M)	2 yrs 5 months
2	F	1 yr 8 months	Honours in Social Policy & Management	Case manager (P)	1 yr 8 months
3	F	4 months	Degree in Psychology doing BA in Social Work	Case manager (P)	4 months
Organisation E					
1	M	3 years	B A degree in Social Work	Services manager (M)	1 year
2	F	3 months	Trained pre-school teacher	receptionist & house mother (P)	3 months
3	M	1 year	youth and development worker	Development worker (P)	1 year

M = Management
P = Practitioner
F = Fundraiser

Table 2 reveals that females in this sample are dominant (80%) in comparison to males (20%) in these NGOs. The table also shows that the majority of the participants have qualifications that are relevant for their jobs. About 50 percent of participants from the sample have university degrees in Social Work, although the other remaining participants have no social work degree qualifications. The other participants have either diplomas or certificates or have received some training that enables them to perform in their job setting.

The Table further reveals that all managers/directors have university degrees in Social Work or Social Development respectively. They have each been with an organisation for a considerable length of time before they were appointed to managerial positions except for the director of organisation C. Four out of five directors are females. On average, the five managers /directors having been working for at least 4 years at the organisation with the one principal having worked for ten years.

The nine participants who worked as practitioners at the organisations had a job duration of nine months to four years approximately. Five of the practitioners are social development and care workers, two are case managers and two are housemothers. There are seven female practitioners and two males. The participant in organisation B is an exception since she was a fundraiser and not a practitioner.

Thus in summary one may conclude that by and large these organisations are managed by females (four out of five organisations) and that the service provision was also female dominated (of the nine practitioners, seven were female) . Interestingly, the fundraiser was also female. Seemingly, the social service professions are largely dominated by females.

4.3 Framework for presentation of data and analysis

This section presents a discussion of the findings of the study. A framework for writing up the discussion and analysis of findings was developed after the initial analysis using Tesch's (1990) approach (section 3.6: 41-42). The emergent major themes were aligned to the objectives of the study and the sub-themes within became the categories. This is presented in Table 3 below.

Table 3: Framework for Discussion & Analysis

Themes	Categories
A. Regulatory Frameworks	<ul style="list-style-type: none"> ♦ NPO Act (No.-71 of 1971) <ul style="list-style-type: none"> ▪ Funding ▪ Accountability ▪ reporting ♦ NDA Act (No.108 of 1998) ♦ Children's Act (No. 38 of 2005),
B. Sources of Funding	<ul style="list-style-type: none"> ♦ Government and other donors ♦ Lottery ♦ The Tax Amendment Laws
C. Coalition, Networking & Advocacy	<ul style="list-style-type: none"> ♦ Networking ♦ Coalition ♦ Advocacy ♦ Relationships to government (Partnerships)
D. Accountability	<ul style="list-style-type: none"> ♦ Children as beneficiaries ♦ Other stakeholders <ul style="list-style-type: none"> ▪ Communities ▪ Government & others ♦ Cost effectiveness ♦ Evaluation

This Table 3 evolved out of the initial preliminary analysis of the transcripts and will now serve as a format /guide in writing up the data presentation and analysis in a logical and systematic manner. The following section presents data on the regulatory frameworks governing NGOs and children.

4.4 Coordination of regulatory frameworks

This section presents findings from the participants in relation to coordination of regulatory frameworks governing NGOs and children. The first regulatory framework discussed is the NPO Act (Act No.71 of 1997).

4.4.1 Non-Profit Organisations Act (Act No. 71 of 1997)

This section will examine the issues of funding, accountability and reporting which are crucial factors that are usually associated with the NPO status of organisations. These issues are discussed in relation to the NPO Act (Act No.71 of 1997).

(i)Funding

According to the participants, all five NGOs are registered as non-profit organisations and funding is necessary for their survival. One cannot deliver services without the necessary financial resources. However, a number of organisations that have sprung up may not necessarily have the infrastructure to deliver services in an accountable and transparent manner. Thus, whilst the aims and proposed services of some NPOs may be commendable, these organisations need some organisational development so that they can be more accountable in an age of corruption and misuse of public funds. In post 1994 it was deemed fit by the new government to regulate this sector in keeping with the new socio-political context. Since accessing of funds is now linked to registering, NPOs had little option but to register if they want to survive.

Section 2 of the Non-profit Organisations Act (Act No.71 of 1997) indicates that one of the main objectives of this Act is to encourage and support non-profit organisations as they engage in meeting the needs of their beneficiaries. The findings indicate that NGOs are willing to register since it is a means of accessing funds from government:

“Registration allows us to access funds from government, and fundraising from other sources we need to be accountable and have NPO number” (Participant 1: Organisation C).

"I think as far as funding is concerned, [registration] is important for funders... You have to be a registered NPO to qualify for certain funds" (Participant 1: Organisation B).

It would appear from the findings that most NPOs accepted the idea of registering and at the same time saw the need for greater accountability. Although there were no definite stipulations initially about whether registration was a compulsory or a voluntary act, the mere fact that registration was linked to accessing funding more or less made it a compulsory exercise. Despite the arguments raised by some NPO activists, the researcher believes that this is a good practice since it prevents charlatans from setting up organisations that are not accountable, or transparent. After all, public monies are being used.

Arguments about the compulsory or voluntary compliance with the NPO registration go back to the time when the Non-profit Organisations Act (Act No.71 of 1997) was still a bill in 1997. One of the arguments from de Villers and Stuurman (1997: 102) was that compulsory registration would undermine the functional independence of NGOs or civil society organisations.

Gardiner and Macanda (2003) write that since the promulgation of the Non-profit Organisations Act (Act No.71 of 1997), there have been complaints from the NGO sector that financial benefits are only available to those NGOs that are registered. Thus, the restriction of funding to registered NGOs as provided in the NPO legislation more or less compels NGOs to register. This need not be seen as a negative factor. The organisations in this sample view registration in a positive light. Responses went further to reveal that registration as an NPO also encourages accountability of NGOs as discussed in the next section.

(ii) Accountability

Accountability is one of the objectives of the NPO Act, section 2 (c) Non-profit Organisations Act (Act No.71 of 1997). Participants indicated:

"If you're registered NPO it means you're a legitimate organisation with a bank account. That you're accountable if there's fraud that happens..." (Participant 1: Organisation D).

"Yah, that's why I am saying, as a registered NPO, the first thing they want to know is your registration number. They want to know that you're accountable." (Participant 1: Organisation B).

This appreciation of accountability is a value held by all five of the sample organisations. This was expressed by both the management and the practitioners. The findings reveal that participants view accountability as a necessary quality for registered NGOs especially in relation to financial accountability. However, the participants in this sample have raised their concerns about government being far removed from the reality at the grassroots and overemphasising financial accountability over and above that of beneficiary accountability:

"At the moment government keeps contact with people at management level but they should take their time to interact with those at grassroots to learn more of what's happening down there...because at the moment the only need that they see in the NGOs is finances" (Participant 3: Organisation A).

According to the participants, with reference to legislation directly affecting children and funds available for the work that has to be undertaken, there appears to be limited insight on the part of government:

"Working on children's cases takes different durations. With one child, it takes three days to get back to the family. Another it takes two years and government doesn't understand that. A child whose reunion case takes more than six weeks there's a possibility that they would end up back in the streets because the government can't continue the support and the reunion is a tedious process" (Participant 1: Organisation E).

It would appear that participants working in these organisations have not engaged in any lobbying and advocacy work around these crucial issues. Whilst the State sets up policies and legislates in the best interest of the child, the problems 'on the ground' should be fed back through the right channels so that amendments could be made. The perceptions from the participants are that the government places far too much weight on financial accountability at the cost of quality care to these children. Given this scenario, most participants feel that section two of the Non-profit Organisations Act (Act No. 71 of

1997) which assures NGOs of government support and encouragement is not happening. The next section discusses reporting as required in the NPO Act.

(iii) Reporting

There are varying perceptions concerning the practice of regular reporting with all the participants seeing benefits of such reporting. Thus, they agree to submitting annual reports as required by the NPO Act, noting that this helps curb problems relating to fraud. Some find the reporting process itself to be quite simple:

"Each year there's a form we have to complete or give a narrative report. You need just to complete just basic information" (Participant 1: Organisation A).

One participant challenged government's accountability in dealing with such reports efficiently and effectively:

"Well reporting is not a big deal you only have to fill a simple form on your details and confirming your goals and activities... We do send our reports off end of every year, which I think the Ministry of Social Development is not taking seriously except when they want to complain. I think it's some time last year when they called me after I had sent our report asking why I'm not sending our annual reports; which is ridiculous because I had sent it. After my response, they didn't call me so I did a follow-up call and I was told it is fine they had my reports. So, that's how they operate." (Participant 1: Organisation C).

While some NPO activists have strongly argued that legislation for NPOs emphasises financial reporting over the quality of services rendered (Gardiner and Macanda, 2003), the participants in this study see the value of registering and reporting. Participants in this study are quite willing to do the reporting in accordance with the Non-profit Organisations Act (Act No. 71 of 1997). Poor administration in the department that processes these reports could hamper efficient service delivery to children in the long run. The following section discusses The National Development Agency Act.

4.4.2 National Development Agency Act (Act No. 108 of 1998)

The National Development Agency Act (Act No. 108 of 1998) is another important legislation for NGOs since the primary object of the NDA Act is “to contribute towards eradication of poverty and its causes by granting funds to civil society organisations...” NDA Act (Act No. 108 of 1998). Thus, NGOs as an important part of civil society need to be aware of what steps they need to follow to access funds from the NDA office.

The findings reveal that of the five organisations only one has heard about the National Development Agency Act. Of the fifteen participants, two have heard about the NDA office. Only one participant is aware that organisations can apply for funding from the NDA office.

One of the participants who had heard about NDA indicated that she heard about it from the media but had no idea what it was all about. The two who heard about the NDA office say:

“I’m not aware of this Act but I’ve heard about the NDA office though we’re not involved with the office” (Participant 1: Organisation C).

“I think I’ve heard about it (office) that they’ll say we fund X, Y & Z and you apply and if they approve your programmes then you receive the funding... very little do I know of this one but you’re actually helping me to go into research of that” (Participant 1: Organisation E).

These responses are rather disturbing since these organisations could have benefited from contact with the National Development Agency (NDA). Whether this sample of organisations is ‘skewed’ with respect to NDA information is questionable. The fact remains that within this relatively small sample of NGOs only one organisation realises that there is a NDA Act and two participants know about the NDA office. This raises questions about communication and information and whether or not the NDA has aggressively made known its activities to organisations. On the other hand, the onus is on the organisations to inform themselves of all relevant legislation and policies that affect their sector.

According to NDA reports for 2000/2001, NPO activists were critical of irregularities within the NDA office. The Auditor-General reported that the NDA budget and business plan for 2000, submitted in February of the same year did not have the Minister's approval until 31 March 2001. The NGO activists argued that the implication here is "all expenditure incurred and financial commitments made by the NDA during that period were irregular" (Gardiner and Macanda, 2003:12). Thus, it would seem as if the NDA office needed to get its house in order. The next section discusses The Children's Act (Act No. 38 of 2005).

4.4.3 The Children's Act (Act No. 38 of 2005)

The Children's Act (Act No. 38 of 2005) and other children-focused legislation such as the Child Care Act (Act No. 74 of 1983) as well as the Children's Amendment Bill generally cover children's rights and responsibilities inclusive of child protection. Data show that all five NGOs are familiar with the contents of the Children's Act (Act No. 38 of 2005). Although the Children's Act (Act No. 38 of 2005) is not fully implemented, participants feel the Act is a good piece of legislation.

One of the participants well informed about this Act said:

"The new Children's Act is good but very challenging because there's a lot of work that needs to be done. It includes more rights that need to be observed. It includes specified children's rights and parents' responsibilities. Many parents, when a child is in the institution - parents just forget about them and say those in the institution are the new parents. In this Act, they've got plans for parents whether divorced or not; they stay responsible. This Act is No. 38 of 2005. It's an amendment of Act No. 74 of 1983 especially sections on what happens at crèches. It also holds government more accountable to what their role is. I've studied that Act very well." (Participant 1: Organisation A).

The observation of this participant about the increased rights for children in the new Act is echoed by Dutschke (2006) who argues that there are positive developments in legislation for children's socio-economic rights. One example of a positive outcome for children's education is the fact that, parents are exempted from school fees in public schools according to the amendments to the South African Schools Act of 1996. As a policy, it is an appropriate measure but in practice it may be difficult to implement if

government is unable, to reimburse schools for expenses incurred (schools buy the books and other equipment and government is supposed to pay for it). In addition, there are free health services with reference to the National Health Act No. 61 of 2003 for children placed in foster care, which covers NGOs providing services to children.

The implementation of the policies linked to Children's Act are deemed crucial for children:

"From my statutory background I know (Child Care Act) is taken very seriously because it's a document you've to live by in terms of protecting children... yes we've to apply those regulations in our organisation; we'd fall in a trap so we need to stay in touch though we're not directly involved as the statutory" (Participant 2: Organisation D).

"The administering of the legislation is serious because, the Bill of Rights, and the Children's Act, they're protective to the children. Children have rights and responsibilities so I think they protect children. They say don't abuse a child, even us at work we know very well that we can't abuse children because on the code of ethics it says corporal punishment is not permitted so if you're found out beating a child or abusing a child verbally, you'll have to face discipline" (Participant 3: Organisation C).

Thus, participants place a great value on the way children's legislation is implemented and are aware of facets of this legislation that pertain to the needs of the children they provide services to. Dutschke (2006) acknowledges the importance of such legislation and notes that progress has been made in processing the legislation relating to children. The passing of the Children's Amendment Bill in 2008 is noted to be a significant step. According to Dutschke (2006) there was hope that before the end of 2008, the Children's Act (Act No. 38 of 2005) will be fully implemented.

Jamieson et al in South African Child Gauge (2008/2009:13) further acknowledges the developments within children's legislation and writes that the regulations to the Children's Act, approved in March 2009 will become law once published in the government gazette. A challenge coming with the amended Children's Act (Act No. 38 of 2005) though is a shortage of all types of social services practitioners. The Act also stipulates that only registered social practitioners may perform functions under the Children's Act (Act No. 38 of 2005) that excludes everyone except social workers and auxiliaries who are the only ones who can register (Jamieson et al in South African Child

Gauge, 2008/2009:14). The Children's Act (Act No. 38 of 2005) as it stands may add more pressure on non-social work practitioners who already feel insecure.

One participant raised a concern on the position of non-social workers. These social services practitioners feel treated like second-class practitioners despite being more 'hands-on' than the professional social workers are:

"Because as a care worker you're not allowed to be in the car with the children unless you're a social worker... Even when you explain I'm a child & youth worker they don't know what that means; if you say you're a social worker they'd understand, our safety is at risk" (Participant 3 Organisation C).

This debate about social service professionals is continuing as various professional boards are trying to gain recognition. At present, the Council for Social and Associated Workers is one of the stronger professional boards that safeguard the interests of social workers. By virtue of lengthy existence, it has accumulated sufficient clout to clearly establish itself whilst probation workers, development workers and child care workers are still agitating for their own professional boards. Whilst one could argue that the social problems in South Africa are so vast and complex and would need an array of social service professionals to address them, it is understandable that professional social workers who have completed university degrees at great cost also want to protect their professional turf. Once clear guidelines have been negotiated with other non-social work professionals, better working relationships may develop.

In concluding this section, findings revealed that participants find most of the given regulatory frameworks governing NGOs to be accessible and useful albeit with some challenges. Dissemination of information on the NDA Act and related legislation must be reinforced. According to the latest developments on the Children's Act, a speedy dissemination of information to the social services practitioners serving children is also necessary (South African Child Gauge, 2008/2009). All NGOs dealing with children must be thoroughly exposed to the information related to regulatory frameworks governing NGOs and children. There is a need for ongoing training and development of practitioners in the field concerning the aforementioned issues. Sources of funding will be explored in the next section.

4.5 Sources of funding

This section presents an assessment of sources of funding for NGOs placing emphasis on government, donors, the National Lottery and tax relief provided for in the Tax Amendment Laws. Whilst it is understood that some NGOs are still able to access overseas donors, smaller NGOs (especially the NGOs in this sample) are dependent on government funding and the annual allocation from the National Lottery.

4.5.1 Government and other Donors

According to the findings, all the organisations are receiving funding from government mainly in the form of subsidies:

"We get subsidy from the government which will cover about 55% and the rest we've to raise from cooperate donors, companies. The part of subsidy that we get could increase as far as I'm concerned, because it's discrimination, if you look at the discrepancy if, you look at the amount paid to children in government institutions as compared to those in NGOs, it's lousy" (Participant 1: Organisation A).

Findings further reveal that NGOs feel government allocation of the subsidies is quite unfair as indicated in the above quote. Other participants cite issues of differences in the allocation of grants between homes and shelters:

"The shelter gets an amount of R 20,000 a month and the children's home get a subsidy of R114 000 a month. That's only a stupid policy. This is because it's R1500 per child in the children's home and R800 per child in the shelter. As if their needs are different I don't know why" (Participant 1: organisation C).

"We get government subsidies like a very small amount for the programmes. That's a great help but if you put all those subsidies together it only covers one third of the cost of the organisation particularly because shelters are given a very low subsidy" (Participant 2: organisation C).

The concerns that participants raise about the differences in funding could be an advocacy issue that needs to be pursued in the same manner as the People's Budget Coalition (2009-2010) have made a proposal to government that the age for Child Support Grant (CSG) be increased from 14 to 18 years. This proposal was accompanied by a pending judgement in a High Court case that challenged the age limit for CSG as unconstitutional (South African Child Gauge 2008/2009:14).

Whereas in the past, racial discrimination in service delivery was evident (Kleinenberg, 1994), findings reveal that NGOs are now faced with different challenges:

"In those days, even White children would not be mingled with Black children. Registration of homes was also not easy especially registering children according to racial group. These groups meant that the amounts we received were different per given group. Now at least that has changed though the amount hasn't gone up that much at least is uniform for all children" (Participant 1: Organisation B).

Spreading the welfare budget evenly and non-discriminately has meant that not much funding has actually increased per child. Also the way funds are being allocated has changed:

"Social development has changed policies; they no longer give lump sums to an organisation but fund individual projects. If you're in Cape Town you've to obtain funding from your district of location. The government now is funding the needs identified in the communities. In town there're few needs like there're schools and all that. In Khayelitsha there're more needs so more funding would go there" (Participant 1: Organisation E).

Kotze (2004) notes that in certain instances government has contracted NGOs based on cost-effectiveness as NGOs are said to be close to the beneficiary communities. The implication is that NGOs are better able than government to deliver services in an effective manner to those who most need it at the grassroots. Findings reveal that one out of the five organisations has been contracted by the government:

"I handed in proposal documentation two years ago for a pilot project on Adolescent Development Project (ADP) which is being funded by the government and they felt comfortable to approach me to say are you able to do the pilot project because we've done a pilot project in the past they knew we're quite capable of doing that type of project" (Participant 1: Organisation A).

Attracting contracts from government may well be a two-edged sword. On the one hand, organisations may be considered as lacking in strategic profiling if they cannot attract government contracts. On the other hand, should NGOs be 'contracted out' to government? What will happen to their capacity to challenge government in an adversarial manner when the need arises? Are such NGOs content to be handmaidens of the government? Or are these NGOs most suitable in fact, to carry out such services. Are they not letting government off the hook?

Shubane (1999) cited in Kotze (2004) views government contracts with the civil society organisations as a strategy for government to shift its responsibility to the NGO sector and neutralise the sector's advocacy potential.

NGOs are also being financially challenged by their other donors who refuse to fund running costs:

"Yah, the problem is they want to put money towards projects like building and others. They are not aware that every month there's staff salaries, food, paying electricity and water. Donors will say they are not going to fund the running costs" (Participant 1: Organisation B).

"Last year, they gave us some money for staff salaries forgetting operations and other expenses" (Participant 1: Organisation E).

The preceding responses indicate that donors are prescriptive. This can be problematic for most NGOs as it threatens sustainability of NGOs' operations. Jones (2004) argues that such funding is not a purely philanthropic exercise.

Another challenge NGOs face is the need to access information about possible donors. There are so many NGOs dipping into the same funds and there is a need to be informed of opportunities via the internet. The smaller NGOs do not have access to the internet or even computers for that matter. This lack of access to information is perceived as a handicap:

"Fundraising especially for growing NGOs because most information for funding and accessible funds is on the internet and those who don't access are lagging behind or those who can't afford to employ fundraising officers, that's a challenge" (Participant 2: Organisation: C).

The manner in which some funding is made available provides its own challenges:

"...Some corporate funders...smaller corporates would give monthly donations also private funders will give monthly donations" (Participant 1: Organisation: D).

Rockey and Freemantle (2004) write that those organisations that are performing according to the professional demands of Corporate Social Investment (CSI) win over the struggling, less professional organisations. The data reveal a wide variation among organisations in terms of access to information on funding. The participant from one

organisation had a list of donors that fund their organisation and the organisation is well resourced concerning access to computers and the internet. Such a donor resource list would benefit smaller under-resourced NGOs but it would still be questionable as to whether such small NGOs lacking in capacity could attract meaningful donor support.

The findings show that NGOs feel the strain of having to compete with each other for the same resource pool:

"I think it's becoming more & more difficult for NGOs to access funds from the private sector because there's too much competition" (Participant 2: Organisation: A).

"... there're so many NGOs that are applying for funding and approaching people for funding that sort of create competition" (Participant 2: Organisation: C).

This competition for funding can militate against effective networks and coalitions. Harding (1994) describes this situation as an impulse from the market management framework. He notes that this neo-liberal policy contributes towards the competitive edge in the NGO sector forcing it to place market/business goals above service delivery goals. In reality, it appears that those business-savvy organisations that are reasonably well-resourced, have all their accounting structures in place and have access to the information highway are most likely to attract larger amounts of funds than the smaller NGOs struggling to get off the ground with very little capacity. Seed funding for such NGOs need to be encouraged. Government should make such seed monies available as a kick-start for such NGOs. The next section focuses the National Lottery.

4.5.2 The National Lottery

The National Lottery is a lifeline for the five NGOs. The question asked about the national Lottery is 'What do you know about the access of funds for non profit organisations from the lottery?' In their responses, the sample NGOs revealed that four of the NGOs have received funding at least once from the National Lottery. All of the five organisations have applied for funding from the National Lottery for the 2008 period. However, one participant reports that information on follow-up on the delays of

processing the application forms revealed that the Western Cape is not regarded as a priority:

"Yes, we've received funding twice in the past; currently we're still waiting for response though we've been told that the lottery is focusing on the Free State province for now" (Participant 1: Organisation C).

Although funding from the National Lottery may be crucial for NGOs' sustainability, it poses certain challenges for the NGOs, including among others access to application forms, and the complexity of the application process. Participants' frustration comes through in the following statements:

"The first time I did it, it was challenging because I didn't know where to go I just had to watch the Argus and look up when they gave the tender, and then apply at the right time. Now we're fortunate enough because we've technology, through the email and internet, we could access the application forms; and we had somebody on our board that could assist with marketing of the organisation on the document" (Participant 1: Organisation A).

"The form is so complicated! It's a long form and it's not that difficult, it's just very long. A thick form (20 – 30 pages), and you have to fill it in on their form, and it's not like other proposals where you can type on the PC" (Participant 2: Organisation B).

Furthermore, participants noted that delay in the release of funds following successful applications poses another challenge for the NGOs. The timing when monies come through is the real crux of the matter. Delayed donations leave NGO institutions destitute. Some struggle to pay salaries and are unable to run programmes due to lack of funds. Much work has to be done on the administration of the National Lottery funding and NGOs could petition the National Lottery for a process that is more workable and applicable to their needs in the sector. Once again it would appear that lobbying is needed in this regard. The issue of Tax Laws Amendment Act is discussed next.

4.5.3 The Tax Laws Amendment Act (Act No. 30 of 2000)

The Tax Laws provide some benefits for NPOs. These generally cover tax exemptions for NGOs and donor tax deductions for those who fund NGOs (The Tax Laws Amendment Act (Act No. 30 of 2000)). However, in order to benefit, NGOs need to be aware of and apply for such exemptions. The data reveal that all five NGOs have applied for

exemptions despite the lack of clarity about the Tax Laws in four of the five organisations. All the NGOs in this sample receive exemptions from some taxes and provide their donors with forms for donor tax deductions:

“If you’re willing to fund us a certain amount of money we’ll give a PBO letter which, you will submit with your own information and have tax deducted. Whatever we buy we don’t pay VAT but get VAT back” (Participant 1: Organisation E).

“Well as a Public Benefit Organisation I know we’re exempted from VAT and donor taxes that’s all I know” (Participant 1: Organisation B).

In summary, this section on sources of funding for NGOs reveals that NGOs are accessing funds from the State and other donors. NGOs still face certain challenges like complicated applications forms; discrepancies with the State subsidies and the reluctance of donors to cover running costs. Some NGOs still need additional information on tax exemptions. Lobbying and advocacy is needed around key issues that challenge these NGOs. Thus, the following section focuses on partnerships, coalition, networking and advocacy.

4.6 Coalition, networking, advocacy and partnerships

The lobbying/advocacy impetus of these NGOs may be influenced by their relationship to government. Hence, this section concludes with a discussion on partnerships with government.

4.6.1 Coalition

The State-NGO relationship appears to be highly valued in the current South African situation. The government proposed the formation of an umbrella body for NGOs which led to establishment of the South African Non-Governmental Organisations Coalition, (SANGOCO) in 1995 (Naidoo, 1997 cited in Greenstein, 1998). The mandate of this body is to capacitate, empower and encourage the NGO sector to influence State policy-making structures and to advocate pro-poor programmes. With the establishment of SANGOCO there was the fear that this body might sabotage the autonomy of smaller NGOs (Naidoo, 1997, cited in Greenstein, 1998).

Despite this coalition body being formed to capacitate the NGO section, very few key participants are aware of SANGOCO's existence. Eleven of the fifteen participants are not aware of SANGOCO. Three of the four who are aware of SANGOCO are from one organisation.

The few participants (four out of fifteen) who know about SANGOCO indicated:

"Yes! We are a member of SANGOCO; actually we attended the coalition conference last week. Last week the Western Cape conference occurred. Out of the 500 invited, only eight attended and now it's quite fragmented, the Western Cape SANGOCO needs to re-establish itself as a forum and as an organisation. Yes we are a member of SANGOCO but we are still yet to see what they as organisation can provide and how they can support us. I have not known about them my director had so I registered last week for (our branch in the Western Cape to be affiliated with SANGOCO)" (Participant 1: Organisation D).

"I know they are out there. I haven't been directly involved with them. I know that the coordinator attended their meeting not long ago" (Participant 2: Organisation D).

It would appear that few participants are aware of SANGOCO's existence in the Western Cape. Hlatswayo cited in Foundation for Human Rights (2009) writes that during the period between 2000 and 2005 various NGOs have had to close down after donors withdrew funding. Increasing professionalism with its bigger demands for increased salaries in the NGO sector also played a role in alienating the beneficiary communities.

SANGOCO could do much more to provide information about its existence, mission, purpose and objectives as well as reaching out to the entire NGO sector in the province. On the other hand, these NGOs would need to be proactive in informing themselves of this coalition body. It could well be that these NGOs are using alternative channels that are more directly related to child advocacy issues. Nevertheless, SANGOCO's 'visibility' remains an issue. One of the participants indicated:

"They're not visible for me, if I'm a man on the street, I'm in the community and I'm here day to day. I don't see their name anywhere in this specific community. How practical are they? You know what I'm saying. They ought to know there're so many NGOs here but I don't think the name will even come out of people's lips, with people I'm working with. The awareness is not there because we don't see their logo; it's not visible to the eyes" (Participant 1: Organisation A).

Most organisations participate in some child policy processes like the Amendment of the Children's Bill:

"I've been in meetings for policy processes and training for policy implementations"
(Participant 1: Organisation C).

"Yes, we've given our contributions toward Children's Bill through seminars, workshops and meetings" (Participant 2: organisation A).

Looking at NGOs' involvement in policy development, the findings reveal their efforts could be much more organised. Perhaps a coalition such as SANGOCO would have added more clout to the submissions to the Amendment of the Children's Bill. Naidoo (2004) in Rockey and Freemantle (2004:139) states that in South Africa civil society is relatively strong especially the trade union movement. The People's Budget Coalition (2009-2010) is one example of the effectiveness of civil society's powerful contribution or influence on the government policy makers. Members of this coalition are Congress of South African Trade Unions (COSATU), South African Council of Churches (SACC) and SANGOCO.

The People's Budget Coalition brings together other well organised civil society initiatives and is thus better able to form a more powerful lobby around a core issue and thus have greater impact. Smaller NGOs are far too busy with the bread and butter issues to be spending time on such strategies. Yet, this is necessary for their long term survival. The networking capacity of these smaller NGOs would have to be improved but this goes along with their organisational development. The active use of networking within the NGO sector is discussed next.

4.6.2 Networking

Networking is a strategy that NGOs use to share information among members of the network apart from the other benefits that it has. NGOs, CSOs and government use networking to share resources. Networking is also a channel for capacity building for members of the network:

"We work in partnership with Parents Centre in Wynberg because they're experts in parents training so we see how we can bring parents into group training. In terms of the

adolescent programme we've been working in partnership with William Slater Child & Family Unit in Rondebosch because they're experts in adolescent programme. We find them in Red Cross hospital: sort of an arm within the hospital and they also run therapeutic groups. They've been coming in to train our staff and also consult with us while we're running the programme... and we work closely with the local police" (Participant 2: Organisation A).

"We do link with the Department of Social Development... we also are in partnership with the Salesians Institute in town which runs a learners independent school and our children attend that school. We're also in partnership with the Ons plek which is the shelter for street girls. Then we do the normal networking with the department of Justice, the police, NGOs and CBOs" (Participant 2: organisation C).

These networks thus enhance capacity of these NGOs in general but also transfer skills and increase the employability of individuals in the organisations.

The following findings also confirm that networking links government and civil society organisations in providing services to children and sometimes to children's families:

"Ok, we're still trying to sort those kind of relationships with other NGOs, like I'm saying we don't render statutory services. If a child needs early intervention or needs to be removed to foster, care in that case, we'd need to refer to other NGOs. So, we also are developing that relationship. We do refer to Child Welfare, Department of Social Services. We do have contact with them but we are still establishing a relationship: it's not that established as I'd like it to be" (Participant 2: Organisation D).

"If a child actually needs to be in a shelter there's a lot of networking. Also many other NGOs will refer kids to us and government departments and their external social worker has to do the children's courts, inquiry work and whatever." (Participant 1: Organisation C).

The advantages and benefits of networking are clearly perceived by almost all the sample organisations:

"[We] are part of the Western Cape Street Children Forum which is a networking coordinating body. It doesn't have any statutory powers over any of us, but we meet once a month, and all organisations in any way working with street children are very welcomed. Also it's a way of helping one another; you know sometimes it can be a new organisation doing something they don't even know. We've been in existence for many years then we know what doesn't work and what works. That's our networking and we actually chair that body" (Participant 1: Organisation C).

"The strong network is from Local Advisory Committee (LAC) because it represents Salt River, Woodstock and Observatory. For now networking is only new to me I won't be able to say who else is out there. Benefits are huge because you can strengthen your partnerships and functions. We learn from each other even how and where to access

some services, even broaden our referrals because we need to know who looks after what type of children or any other services they provide” (Participant 3: Organisation E).

“We do network with other children’s homes, shelters and others. Not only on the level of children reference but when there are items donated to us that we don’t use we pass them to those we know can use them. Also, we share some information. Yah, we do network at day to day work level” (Participant 1: Organisation B).

Whilst there are benefits to be derived through information, training, and the sharing of resources in networking, there are also challenges:

“The challenge would often be when you’re networking people tend to pass the buck, meaning if they sit with a situation where they can’t help a child they want to pass the situation to you. That can be a disadvantage where one says: do you mind taking the child on maybe they fit into our programme...” (Participant 3: Organisation D).

“People who say things but don’t do them are the biggest challenge. People just promise to do things but don’t just do them, that’s a lie” (Participant 3: Organisation E).

However, it would appear that the positive impact of networking far outweighs the aforementioned challenges. The advocacy role of NGOs is presented in the next section.

4.6.3 Advocacy

The findings reveal that NGOs are aware of their advocacy role and do advocate for children’s rights within the communities and schools:

“I think it’s a large task (advocacy role of NGOs). We, the NGOs, have to stand up for the rights of children. We have to make their voices heard because we deliver such an important service to the community and the country as a whole and we are a strong force on its right, because we’re hundreds & thousands of NGOs. We can make a difference, united we can ... We join any activity whatever is happening in our community, we sort of step into that or we initiate our own program to raise awareness...where ever there’s a need in the community, if its schools that we have to go to and talk about it. And also, we’re linked with the Children’s Resource Centre in Rondebosch with regards to children’s rights; so they educate us, the parents and host parents etc” (Participant 2: Organisation A).

“Through our advocacy activities, in schools we talk about safety and bring awareness around to children on issues of safety and also that they are responsible towards others” (Participant 1: Organisation E).

Other NGOs reveal that advocacy is built into the programmes they are offering and is part of their mandates to create awareness about children’s rights:

“Advocacy is part of the whole work we’re doing with the children here. We encourage them to talk and reintegration and early intervention programmes give us a chance to bring up children’s rights and create awareness that parents and communities should take care of the children” (Participant 2: Organisation C).

“Mainly is on advocating for the rights of disabled children who are most of the time forgotten, even their grants have to include their special needs allowances” (Participant 1: Organisation B).

Thus, the organisations’ advocacy efforts point to influencing government policies especially concerning grants for different children. The next section focuses on relations NGOs have with different government departments.

4.6.4 Relationship to Government (Partnerships)

The sample NGO organisations made manifest their collaboration and relationships to government. The organisations are aware that they are implementing government policies and plans through the programmes, which they are running and thus argue that government needs them as much as they need government:

“Yah, definitely there’s need (to form partnerships with government) because we’re at grassroots, we see what’s happening whereas government isn’t there. They don’t know what’s happening so there’s a need to link so that we can link the policies and procedures to the needs out there. Often government on their own aren’t providing the services that the society need, so that when government lacks in a certain area we can fill that” (Participant 2: Organisation D).

“Government does partner with NGOs because we also deliver services for them; also, government may not be able to act by it self, they need us to fill in the gaps. They’ve got broader plans they’ve for families and children and as service providers whatever we do is in conjunction with government plans. We don’t do anything just because we want to” (Participant 2: Organisation A).

There is an understanding of this State-NGO partnership within the sample NGOs. The participants feel they are better able to deliver services than government but government on the other hand has resources. Thus, the two need one another to fulfil statutory service delivery plans to the children. This symbiotic relationship plays itself out in various ways:

“They (government) can’t do without us I promise you that. They need us actually we need each other, they’ve resources and we’ve a means for service delivery” (Participant 3: Organisation D).

"Yes government needs us and we also need government like every programme here is for the government, so they need us. When you talk about the collaboration, as I said we need the government, we need to challenge them because we're looking after the children of South Africa and they're South Africans so they must do things for us and not just talk there in the offices or media. Maybe I can say we should show the government that we appreciate what they're doing but we need more" (Participant 3: Organisation C).

Since these NGOs are delivering services to children, they are bound to engage with government because of the statutory and other aspects of their work as this participant indicates:

"Yah different programmes relate with different government departments' ministries ...we also have working relationships with Social Development Department" (Participant 2: Organisation B).

For Government-NGO relationship to work optimally there is need to build trust between the two as one participant indicates:

"We've a good relationship because I worked for the government before I worked here. I worked for government for eight years so people who have moved on to the management positions are people that have worked with me and most of them are my colleagues; but also is because of my social work skills and the documentation that I've provided within the regulatory updates which are taking place. I also have been fortunate because my predecessor has been operating that way. I handed in proposal documentation two years ago for a pilot project on adolescent development project – ADP which is being funded by the government and they felt comfortable to approach me to say are you able to do the pilot project, because I've done a pilot project in the past. They knew we're quite capable of doing that type of project" (Participant 1: Organisation A).

The NGO- government partnership is fraught with many challenges. The relationship NGOs have with civil servants like State social workers is problematic when it comes to following up cases:

"I would like to see more motivation and involvement from the State social workers handling children's reports and case work, especially from the local department. When we have to send children to different areas sometimes you say I need a certain report urgently, already six months late and the social worker will respond, I'll have it in the post tomorrow and you'll wait until two weeks" (Participant 1: Organisation B).

Thus dealing with the government social workers tend to be problematic for NGO practitioners. Some training, capacity building is needed to facilitate a smoother working relationship between the government social workers and the NGO practitioners.

In this regard, Davids et al (2009:74) suggested that attitudinal and bureaucratic obstacles together with lack of capacity in either NGOs or government departments are some of the reasons why NGO-government partnerships failed.

Besides these challenges, (section 4.6: 61 – Sources of funding), the participants also claim that the granting of subsidies to government institutions and non-governmental institutions is skewed in favour of government institutions. This discriminates against non-governmental institutions whose service delivery to South African children is thus crippled. Differences in funding between homes and shelters are also a cause for concern.

The concerns about government-NGO partnerships especially with respect to the way State social workers interact with the non-profit sector as well as the alleged disparities in the granting of subsidies do not augur well for service delivery.

The aforementioned section has highlighted the importance of networking, issues of coalition which appear to be weak; the advantages and benefits of advocacy as well as the challenges within the State-NGOs partnerships. The next section discusses the issues related to accountability from a broader perspective.

4.7 Accountability

This section discusses the issues related to accountability as it concerns children, stakeholders (community, government and non-governmental donors) as well as cost effectiveness and evaluation.

4.7.1 Children

All five organisations in this study are clearly focused on addressing children's needs in an appropriate and relevant way. The following responses are indicative of this:

"I think in terms of identifying needs, the director is doing needs assessment in terms of the community and organisation. As substance abuse is on the rise and we're getting more children that are experiencing drugs, and out of that comes behavioural problems.

So, adolescent challenge is one of the big needs in the community. This is why we've come-up with ADP (Adolescent Development Programme) to meet that need. Not only have we opened the programme to children's homes but we're also inviting children from the community to join the ADP" (Participant 1: Organisation A).

"I can always say there's a need, as a place of emergency and safety for after hours. Look, we are the only place open 24 hours. At two o'clock in the morning I would get a phone call from a social worker on call at the police station, that there's a child at hospital whose mother has just died of AIDS, or an abandoned baby is lying out somewhere and we just have to open a door to such a baby. Apart from that we definitely keep the disabled and HIV children, because there is no one who caters for their plight. Other children's homes are not taking the severely disabled children. The government is also frustrated because they don't have facilities for children with the special needs" (Participant 1: Organisation B).

Despite the many challenges NGOs face, their commitment to their beneficiaries – specifically the children is without doubt. The focus on children's needs is paramount. Pieterse (1995) who argues that NGOs need to consider the felt needs of communities or beneficiaries before offering any services. The NGOs in this sample are committed to providing for the needs of children as outlined in the South African Bill of Rights, especially the right to a safe shelter and social security (Dutschke, 2007).

As attested by one of the participants the absence of positive role models as well as the children's exposure to crime is of concern:

"The need is there's lack of role models and lack of good adults in the lives of children. So, our organisation is bridging the gap where there's absence of fathers and mothers who are so busy working. Teachers have children handed over to them and social workers have so many responsibilities that they're even unable to see! So, there're no adult role models" (Participant 3: Organisation D).

"Ok, the need out there is to have positive role models for all our children. The children on our programme come from pretty disadvantaged communities. They're exposed to gangsters and crime. So, as an organisation we meet that need... By providing positive role models to come alongside them, and help them see that the future doesn't have to be like they've to be gangsters, drug abusers or prostitutes" (Participant 1: Organisation D).

The socio-economic challenges that affect the lives of these children are enormous. New policies need to be put in place if the rights of children are to be taken seriously.

Rizzini, in Smith et al. (2000), points to global trends where parents spend long hours at work and their children in return stay in care-centres for exceedingly long hours and

subsequently absorb more peer influence rather than parental guidance. In South Africa, and other developing countries, children do not enjoy the luxury of care-centres instead are exposed to the influence of negative environments. In other instances, children's family contexts are so negative that 'home' becomes a place of abuse and neglect. Children tend to leave and desert homes that they experience as violent, abusive or lacking in resources:

"How many children end up in the streets, it's definitely not only poverty, because there're many poor children who don't want to come to live on the streets so it also involves social dynamics as to what's happening in the family. I think it's those two things: poverty and family; and of course, the education system fails most of these kids because otherwise they've behavioural problems. Having disorders, they're miserable at school and are treated like they're the stupid ones" (Participant 1: Organisation C).

"There're some parents who died of AIDS. Other parents neglect to care for their children and sometimes abuse their children so we run a home because of the situation on the streets... I think we need an organisation like this in our country because those children run away from home, looking for a place to belong. A place to be or where by they feel safe. Sometimes you find there're children who join gangsters because there's something that they need and don't receive from their parents" (Participant 3: organisation C).

Barbarin and Richter (2001) reiterate the importance of family tasks such as caring and providing for children. These authors suggest that some families, because of poverty, unemployment and violence or prevailing socio-economic issues in South Africa, fail to provide adequate shelter, food and other basic needs for their children (Barbarin and Richter, 2001).

One of the NGOs in the sample is trying to address this issue of family crisis:

"Our main area (of operation) is one of the areas well known for drug abuse, where father and mother neglect children and there's no food in the house; nothing in the house... We're focusing on children and families in crisis. A broader spectrum part of the work is street children and another part is school children and the community" (Participant 3: Organisation E).

The findings also reveal that the NGOs long term goals are linked to meeting social and economic needs of both children and their families:

"It's both but more leaning towards social than economic development. Social because children become better members of society and that will make a better society. Economic because they'll want a career and get better jobs" (Participant 3: Organisation D).

Thus, the findings from the five organisations reveal that the NGOs do place children at the core of their services but are experiencing numerous challenges in delivering appropriate services. Whilst there are laws protecting children's socio-economic rights Dutschke (2007:12) implementing such laws remains problematic given the scale of the problem and the capacity to use the resources efficiently and effectively. The following section discusses the issue of accountability to communities.

4.7.2 Accountability to communities

Besides being accountable to children, the sample NGOs try to be accountable to the children's communities. The issue of how far organisations will go to make a difference in children's lives is central. Camay and Gordon (1997) provide a list of principles to consider while rendering services within communities. One of these basic principles is participation where NGOs need to ensure that there is active involvement of communities in their activities.

These organisations in the sample do not restrict their focus to children only but also reach out to other sectors in the child's community:

"We're focusing on children and families in crisis; a broader spectrum. Part of the work is street children, and another part is school children and the community" (Participant 3: Organisation E).

"Like substance abuse: This is on the rise and we're getting more children that are experiencing drugs. Out of that come behavioural problems so, adolescent challenge is one of the big needs in the community. This is why we've come-up with Adolescent Development Programme (ADP) to meet that need.... Not only have we opened the programme to children's homes but we're also inviting children in the community to join the ADP" (Participant 2: Organisation A).

It was confirmed that both organisations deliver their services to the target children with the involvement of the local communities as well as other agencies:

"We've BADISA social work service in the community, Catholic Health Care Society. We got two churches on board; we got a school, and government agency. We got them all together to plan a holiday programme. We really monitor these things to assist schools and the community to lift themselves up by getting more participation in the community" (Participant 1: Organisation E).

An inclusive programme like this holiday programme as indicated by the aforementioned participant is a multi-purpose activity. It contributes towards the credibility of the NGOs, encourages strong networks as well as promotes self-reliance and collective action that are in keeping with the principles set out by Camay and Gordon (1997).

Involvement of the larger community in providing services to children promotes the NGOs' sustainability within such communities. Participation of the community in the NGO work means that the community takes responsibility for the education and rehabilitation of its children as well as implementing appropriate developments in their area. Accountability to government is discussed in the next section.

4.7.3 Accountability to government

Participants shared challenges in connection with government as one of their major funders. These challenges include government officials who are not available and government structures that are in flux:

"I have been calling and sending messages to the person I am supposed to be working with, but in six or eight months this person who has applied for a position has not made any contact with us, but it has always been me trying to get hold of government in terms of how do I give the report" (Participant 1: Organisation D).

"I got an invitation last week...because they were having a Local Advisory Committee (LAC) meeting, the Social Development people were coordinating it. Then there's DAC, which is at district level and the DAC reports to the NAC... In theory, it sounds interesting and I hope it lasts longer, because they start these things and after few years, they have gone under ground (Participant 1: Organisation B).

Other challenges reflect subsidy constraints, which still affect levels of accountability:

"The government does give us a portion but it's not 100% then we're affiliated to the Umsobomvu Youth Fund (UYF). They give us quite a lot towards funding but generally the government doesn't give a large portion to NGOs" (Participant 2: Organisation D).

"Well, we get the government subsidy that sort of covers about just a 1/3 of our expenses here and the rest we'd have to fundraise so we're very aware of cost effectiveness, that we need to save and make the best of what we've got" (Participant 2: Organisation C).

Government subsidies are seemingly not enough and that would mean the NGOs need to work very hard at fundraising. Cash-strapped NGOs in this case would have to abide by donors demands for accountability. Jones (2004) on the same note warns that donor demands may impact on the integrity of NGO services in a negative way. Given funding constraints, some NGOs have been able to strategise albeit for the short term:

“Yah, we also have a policy that we must keep one year operating costs so that if government for instance stops subsidies we’ll be able to continue at least for a year” (Participant 1: Organisation C).

Organisation C has successfully survived over twenty years while other organisations (other than those under study) may have had to close down during the transition period after the democratic government came to power. It could be that organisation C learned survival strategies during its long existence. Gardiner and Macanda (2003) write that post 1994 monies that were usually given directly to NGOs were re-routed into the government treasury and this was a big challenge for NGOs. Thus, since that time it has been survival of the fittest within the NGO sector. The next section discusses NGOs’ accountability to donors.

4.7.4 Accountability to Donors

Non-profit organisations are sometimes disadvantaged when it comes to accessing funds from donors other than government. This may be because of their non-profit status or incompetence in dealing with accountability to donors:

“...challenge could be our funders do want to know how the money is spent, it could be a challenge according to their procedure where they want you to do this & that which could not even be cost-effective and everyone would demand their own thing. Sometimes you get the phone and they say they want the report now and you’ve to drop everything because funding is more important, that’s a challenge” (Participant 3: Organisation D).

Other donors fund according to BEE criteria:

“...Also in South Africa there’re donors who release funds according to your BEE (Black Economic Empowerment) status and this leaves out charity organisations like us or NPOs who have nothing to do with economic growth activities” (Participant 2: Organisation B).

Donor demands require beneficiary organisations to have professional governance and management and demand regular monitoring, accountability and reports (Rockey and Freemantle, 2004).

4.7.5 Cost-effectiveness (accountability measure)

Related to the issue of accountability to donors is cost-effectiveness of the services rendered. Costs in the sample NGOs are carefully monitored with systems in place or regular staff meetings to keep everyone aware of the financial flow within organisations:

“Our programmes and special projects are budgeted for separately and our financial manager monitors as well. We get regular monthly reports from her in terms of where we’re at financially, and what we need to watch out. We constantly hold staff meeting where we share with staff where we need to cut down because things have gone up and we need to watch unnecessary spending you know” (Participant 1: Organisation A).

“We do have a lot of monitoring systems in place. We have got a telephone management system which would show phones coming and going and would show it was during working hours or not. We’ve the special projects money when the department wants to buy something with special project’s money, they’ve to come to me to find out if there’s money, I sign it then it goes to management for signature... We can’t spend more than R5000 without getting approval from management so there’re lots of checks & balances in place” (Participant 2: Organisation B).

It is also worth mentioning that three of five organisations have officers directly handling their accounts and all five have boards that hold the organisations accountable for everything. NGOs that have financial systems in place are mostly those situated in urban areas, which concurs with Kotze (2004) who argues that NGOs situated in middle class communities are well positioned to access competitive funding.

Various strategies are put in place to keep costs down in different organisations:

“Our organisation is cost-effective probably because we get donors for most of the things we need. When we’ve an event we get a sponsorship, we get transport and obviously all the kids on the trip pay less than half, they get subsidised, so we’re very cost-effective in the sense that we always source things that are cheaper and are on discount” (Participant 3: Organisation D).

“...we look at our food, what kind of menus do we have? Are we having elaborate menus that we can’t afford? For instance, we go to Food on the Table, which is a market for everything, and we approach them and ask can we get vegetables from you? And we’d go and get vegetables and we don’t have to go to Fruits and Vegetables to buy” (Participant 1: Organisation A).

Looking at the cost-effectiveness of the five NGOs, findings reveal that they are putting systems in place to secure their future sustainability. Evaluation as an accountability measure is discussed next.

4.7.6 Evaluation (accountability measure)

NGOs use different ways to evaluate their services. Camay and Gordon (1997) encourage that there should be constant evaluation of services. The response though from one organisation to external evaluation is that sometimes the evaluators do not understand the system that the organisation uses:

“They gave the feedback and we looked at it and say this I agree with and this I don't because this is how we operate. Sometimes when you've a system it is good and sometimes when they come from outside they do not know” (Participant 1: Organisation A).

A participant from organisation D was positive about a study conducted by a university:

“The study was conducted through UCT, by a certain professor from the department of psychology and what they found was when the child is matched with the volunteer, they increase self-esteem, improve academic performance, there's less likelihood of being involved in crime and violence and teenage pregnancy is also reduced” (Participant 2: Organisation D).

Rockey and Freemantle (2004) indicate that evaluations are part of accountability and NGOs who are receiving donor funding would have to convince donors that they are managing these funds appropriately. Thus, NGOs would have to take evaluation seriously.

The responses on the monitoring and evaluation factors reveal that the five NGOs use both external and internal monitoring and evaluation processes. Also, external evaluations by government or researchers seem to be happening within the sample NGOs. The internal monitoring systems in place include staff reports, detailed records and statistics.

4.8 Conclusion

This chapter presented the findings of the study. It introduced the organisations and participants' profiles. The findings were discussed according to a framework that was linked to the objectives. Various quotes were used to highlight the key themes and the discussion was enriched through linking it to various authors and their observations. It became clear that NGOs are faced with various survival challenges and are aware of strategies that they could adopt for efficient service delivery. The next chapter presents the conclusions and recommendations.

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CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS

5. Introduction

This final chapter presents the conclusions and recommendations based on the findings of the study. The conclusions are presented according to the objectives of the study, which were to explore how the NGOs in the post 1994 South Africa are affected by the present regulatory frameworks; to ascertain the perceptions around sources of funding for the NGOs within the South African post 1994 era; to explore the nature and impact of the services provided by these NGOs; their involvement in networking with a broader coalition to promote policy and advocacy. Recommendations that put forward are based on the conclusions.

5.1 Conclusions

5.1.1 Coordination of regulatory frameworks

One of the findings of the study reveals that generally the sample NGOs operate quite well under the specified legislation that relate to NGOs and children. These Acts guide the service delivery towards needy children in South Africa. As outlined in the NPO Act, one of the requirements is for NGOs to carry out annual financial reporting to the government, which participants stated their organisations were willing to perform. Such financial reporting augurs well for NGO accountability. Unfortunately, there are also complaints that sometimes the civil servants do not keep track of the NGOs' work records or reports. This in turn impacts negatively on the NGO's profiles when it comes to their accountability status and ultimately, affects the NGOs' credibility when it comes to accessing funds from the government or other donors. The researcher concludes that the NGOs are far more concerned with accessing finances than receiving other kinds of support. This is to the detriment of the organisations as the NPO Act makes provision for different kinds of support.

The sample NGOs have applied for tax exemptions, which were granted them but their overall knowledge about Tax Laws needs improvement. The NDA Act is one policy framework that seems to be unknown to the sector. Four out of five NGOs share that they have not heard of The NDA Act or office.

Participants from the sample NGOs generally seem to be aware of legislation governing the welfare and protection of children in South Africa. Some of the participants have even been involved in the amendments on the latest Children's Act (Act No. 38 of 2005), which was passed in parliament early 2009.

The latest Children's Act (Act No. 38 of 2005) indicates that only registered social practitioners can perform certain functions under the Children's Act, which precludes other social practitioners whose jobs are not clearly defined. The researcher thus concludes that NGOs and social services practitioners working with children need to familiarise themselves with the Children's Act (Act No. 38 of 2005). The next section presents conclusions on the perceptions around sources of funding of the NGOs within the South African post 1994 era.

5.1.2 Perceptions around sources of funding of the NGOs

NGOs feel that the doors are open for every one of them to apply for funding from the government or other donors though there are still challenges around State subsidies towards NGOs. State-run children's homes are given better subsidies in comparison to shelters and NGO-run institutions. Thus, equitable funding allocations need to be addressed.

The Lottery is one accessible source of funding for NGOs. Four of the five NGOs have already once received funds from the National Lottery. Challenges with Lottery funds are that application forms are difficult to access and very tedious to fill in. When funds are approved for NGOs, they take ages to disburse. For smaller developing NGOs this could prove to be a major constraint.

NGOs also access funds from donors other than the State. These non-governmental donors have requirements that are problematic to NGOs. One example is some donors do not fund running costs. Information on accessible funds is mostly posted on the internet, this excludes NGOs operating from no internet access areas. Securing funds appears to be competitive for NGOs and this competition forces the NGOs to place business goals above service delivery goals. On the issue of non-governmental donors, the more advanced NGOs have a much better chance of accessing funding than the developed NGOs. The following section provides some conclusions on the exploration of NGOs' involvement in networking with a broader coalition to promote policy and advocacy (partnerships).

5.1.3 Partnerships (coalition – SANGOCO), advocacy and networking

Despite the challenges that come with the State-NGO partnerships, the NGOs testify to the positive outcome of this partnership since it contributes to their sustainability and improves service delivery. One of the challenges of the State-NGO partnerships is to be found in the interaction between bureaucratic civil servants and NGO social services practitioners. NGO practitioners complain of the high staff turnover in the government departments and the delays with the reports.

The issue of advocacy is not raised as a priority by the sample NGOs but they do engage in it at various levels. The advocacy role of the NGO sector is weak and fragmented. There is a need to coordinate the NGO sector advocacy and lobbying role. This is a strength, which could advance the presentation of NGOs' concerns to the government for the improvement of service delivery. The advocacy and lobbying role of the NGO sector could be better handled by SANGOCO.

SANGOCO (a body that would coordinate advocacy and networks among NGOs at provincial level) does not appear to be active in the Western Cape. The sample NGOs are encouraged by the local NGO networking despite the challenges that come from this. Participants from the sample NGOs feel that the advantages far outweigh the disadvantages in networking. The advantages include NGOs being enriched through

capacity building, information and resource sharing. SANGOCO needs to become more 'visible' and active in relation to engaging with NGOs. NGOs on the other hand, also need to be more proactive in gaining access to information about SANGOCO. Networking needs to be advanced and encouraged as one of the strengths within the local NGOs in the Western Cape. The nature and impact of the services provided by the NGOs are dealt with in the next section.

5.1.4 The nature and impact of the services provided by the NGOs

The five NGOs place children at the centre of their services and the communities in which they work are very much drawn into their service delivery. Although the involvement of the larger community is evident in the work of these NGOs, more could be done in this regard. The addressed needs of children include their constitutional rights such as safe shelter and socio-economic rights. The NGOs work in partnership with the government and the private sector to render services which seek to address these rights of children. These NGOs are prepared to develop new programmes in the light of new needs.

Although NGOs send their reports to the relevant government offices and departments, it appears that bureaucratic red tape, inefficient officials and staff turnover can hamper effective communication. This hinders the quality of service delivery in this sector. The sample NGOs engage in both internal and external monitoring and evaluation to fulfil their accountability requirements.

The researcher concludes that the partnership of the NGOs, communities, private sector and government is necessary for delivering services to children and for the sustainability of the NGOs. Thus innovative partnerships with these stakeholders are necessary especially when it comes to early intervention and prevention. The developing NGOs need to upgrade their monitoring and evaluation systems to increase their accountability status, and access to donor funding. The recommendations of the study are presented in the next session.

5.2 Recommendations

Considering the aforementioned conclusions, the following recommendations are proposed:

5.2.1 Recommendations for NGOs

A recommendation is that NGOs use SANGOCO to actively lobby the State about unequal State subsidies. It does not seem fair that State led institutions receive more monies than NGO led institutions.

NGOs need to inform themselves about the NDA office and the NDA Act (Act No. 108 of 1998). This is one Act that forms part of the regulatory frameworks governing NGOs but not all the five NGOs involved in this study are aware of the NDA office or Act. Another recommendation is for these NGOs to find more information on the Tax Laws. The five NGOs need to seek information, training and development that will enhance their capacity to raise funds from other sources. NGOs need to seek non-monetary benefits from networking, accessing resources that will mutually benefit them all.

5.2.2 Recommendations for State-NGO partnerships (SANGOCO and advocacy role of NGOs)

SANGOCO seems invisible in the Western Cape but it is a crucial coalition for the life of NGOs. The recommendation is that SANGOCO distribute information leaflets and conduct training workshops for NGOs about their functions and mandate (both nationally and provincially). SANGOCO was established among other things to strengthen the State-NGO partnerships (Greenstein, 1998) which was meant to the benefit of NGOs. It is recommended therefore that the State-NGO partnerships be developed through regular forums and opportunities for exchange. It seems from the conclusions that NGOs are not that conscious of their advocacy role, which SANGOCO could have propelled given its role as an umbrella body. For now, the NGOs in Western Cape need to continue

networking as much as possible as these forums may help them strengthen their advocacy role.

5.2.3 Recommendations for the government

The five NGOs in the study reveal that they have monitoring and evaluation systems in place though such systems do not seem to be very strong. It is thus recommended that monitoring and evaluation processes of NGOs be strengthened as part of the requirements for State funding. Following the conclusion drawn on the Children's Act (Section 5.2.1: 87) it is also recommended that the registration, level of training for child and youth workers be inclusive for all social services practitioners and their terms of reference be standardised nationally. Furthermore, it is advisable that the registered NPOs be presented with a list of regulatory frameworks that govern such organisations.

5.2.4 Recommendations for further research

Prodler, SANGOnet and the Western Cape Directory of NGOs were used as sources to tap into a list of NGOs in the Western Cape. It is recommended that the NGOs database be regularly updated so that researchers could have access to it.

In conclusion, the challenges revealed from the findings of this study concerning NGO funding, regulatory frameworks governing NGOs, monitoring and evaluation systems and other recorded challenges indicate that there is a need for further research in the sector especially within the Western Cape Province. The researcher thus recommends that further research be done in this area using a larger sample and mixed methodology approaches.

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University of Cape Town

APPENDICES

University of Cape Town

APPENDIX A

Dear Sir/Madam

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT YOUR ORGANISATION

I am currently studying for a Masters degree in Social Science in the field of Social Development. I am registered in the Department of Social Development at the University of Cape Town. One of the requirements of this course is to do an individual research project. I have chosen to explore **challenges facing NGOs providing services to children in the Cape Metropolitan, South Africa** with regards to the present regulatory frameworks and funding. The history of South Africa records that there have been various policy changes since the democratic government came to power; I am interested to explore such changes in relation to the issues outlined below.

The objectives of the study are:

- To explore how the NGOs are affected by the present regulatory frameworks.
- To explore the nature and impact of the service provided by these NGOs.
- To explore NGOs involvement in networking with a broader coalition to promote policy and advocacy.

I would like to request permission to do the proposed study in your organisation. Ethical consideration would be clarified before and these are the confidentiality of the organisation with regards to its name and the identity of the persons interviewed, these will remain anonymous. My request for data collection would be to interview a director and two practitioners directly involved in service delivery. An interview session would take approximately one hour.

I would like to undertake some documentary analysis of Annual General Meeting (AGM) reports for the past five years as well as other relevant documents.

I would really appreciate a positive response to this request. Hopefully the exploration of the given issues will be of benefit to your organisation.

Should you require further information, please feel free to contact me at:

Mobile: 0734244781

E-mail: mamokhelel@hotmail.com

Dr. Connie O'Brien is my supervisor and she can be contacted at:

Phone: 021 650 3480

Email: constance.obrien@uct.ac.za

Thank you in advance for considering my request.

Yours Sincerely

Mankwane Mokatsa

University of Cape Town

APPENDIX B

INTERVIEW SCHEDULE DIRECTORS

The Purpose

TOPIC: An exploration of challenges facing NGOs providing services to children in the Cape Metropolitan, South Africa.

Objectives of the study:

- To explore how the NGOs are affected by the present regulatory frameworks. (Non-profit Organisations (NPO) Act Number 71 of 1997, National Development Agency (NDA) Act Number 108 of 1998 and The Tax laws Amendment Act Number 30 of 2000), Children's Act No. 38 of 2005
- To ascertain the sources of funding of these NGOs
- To explore the nature and impact of the service provided by these NGOs.
- To explore NGOs involvement in networking with a broader coalition to promote policy and advocacy.

Confidentiality and Privacy

The confidentiality of the organisation with regards to its name and the identity of the persons interviewed will remain anonymous.

Please respond to all the questions as openly and fully as possible.

1. BACKGROUND INFORMATION

(Demographic Information)

A. Participant Details

- a. When did you join the organisation?
- b. Qualifications
- c. What position are you holding in the organisation?
- d. How long have you been in your current position?
- e. Age (Optional)

B. Organisation Details

- a) How many people are working in the organisation?
- b) What is the mission of the organisation?
- c) Brief history of the organisation
 - When was it established?
 - What were the aims then?
 - What are the aims now?
- d) What are the main programmes/projects/services of the organisation?
- e) Does the organisation have any national links?
- f) How would you describe the links?
- g) Does the organisation have any international links?
- h) How would you describe the links?
- i) Please describe the organogram of your organisation?

2. IMPACT OF SERVICES PROVIDED BY NGOs

(Nature and range of services; the impact of these services and the target population)

- a. What is the population of the area you are providing services to?
- b. How many people are you targeting in that area?
- c. What age of children are you catering for?

- d. What main services do you provide as an organisation?
- e. Is the organisation providing services in response to a need?
- f. How was the need identified?
- g. Do you consider your efforts as a contribution towards development?
- h. Please explain what kind of development?
- i. On the scale of 1 to 5, **1 as the least and 5 excellent** where would you rank the impact of your organisation in providing these services?
- j. Describe the cost-effectiveness of your organisation?
- k. How was this measured?
- l. Has your organisation carried out any impact/evaluation studies regarding the effectiveness/impact of services? (Please explain)
- m. What were the results of your evaluation?
- n. Do you know of any NGOs, civil society organisations or government sector providing the same services in this area? (link)
- o. Is there any collaboration? (Please explain) (link)
- p. Is there any form of support from government towards your organisation?(link/funding)
- q. What are the challenges facing your service provision?
- r. What monitoring and evaluation tools do you use as an organisation?

3. REGULATORY FRAMEWORKS

(Regulation pertaining to NGOs: NPO; Children's Act; NDA; Tax; lottery and other sources of funding)

A. Non Profit Organisation (NPO) Act Number 71 of 1997

- a. How much do you know about the NPO Act Number 71 of 1997?
- b. Since when has your organisation been registered?
- c. What entity did you register your NGO as? (Trust, voluntary association, section 21company)
- d. Are you aware of the registration process?
- e. If yes, how can you describe the registration process?(Please explain)

- f. In your opinion, what are the benefits of being a registered NPO? (Please explain)
- g. Are there any disadvantages or challenges being a registered NPO?
- h. Are there any disadvantages for you as a registered NPO? (Please explain)
- i. What kind of reporting requirements are demanded of your NGO in terms of the NPO Act?
- j. Who deals with these reporting requirements?
- k. What challenges do these requirements make on the organisation?

B. Children's Act

- a. How much do you know about the Children's Act Number 38 of 2005?
- b. What do you think is the role of the Children's Act?
- c. What are your comments on the administration of this Act and other child related Acts?
- d. Are you involved in the children's Bill currently in process?

C. National Development Agency (NDA)

- a. How much do you know about the NDA Act Number 108 of 1998?
- b. What do you think is the role of the NDA?
- c. Has your organisation applied for funding from the NDA?
- d. Was it successful?
- e. If yes, what was the duration of the support?
- f. If not successful, what were the challenges?
- g. Is your organisation coping with financial reporting systems per the NDA administration requirements?
- h. How has the NDA affected the access of funds to your organisation?
- i. How did your organisation deal with the funding during the apartheid era?
- j. How do the present laws affect the funding environment of today?
- k. If yes, is it easier to attain funds from the NDA or from private donors?

D. Tax Amendment Law

- a. Has your organisation applied for any income tax exemptions and were your applications successful or not? If not what were the challenges?
- b. Are there tax deductions for donors who put money toward your organisation that is per amended tax laws?

4. FUNDING

(Lottery and other sources of funding)

- a. Are you aware of the lottery?
- b. What do you know about the access of funds for non profit organisations from the lottery?
- c. Did you apply for funding from them?
- d. If yes, what was the process like?
- e. Were there any challenges in the application process?
- f. Was your application successful?
- g. Do you receive funding from other donors? (Please explain)
- h. What challenges do you face in receiving funds for the organisation?
- i. In your opinion, has government made it easier or harder for your organisation to receive funds? (Please explain)
- j. What differences are in the funding environment, if any, have you noticed between the apartheid era and now?
- k. What role do you think government has played in those differences?

5. RELATIONSHIP TO GOVERNMENT

(Collaboration and relationship with government)

- a. What is your relationship with government like?
- b. Describe your relationship with the local, provincial and national government?
- c. How could your organisation improve collaboration with government?

6. NETWORKS, COALITION AND ADVOCACY

(In what capacity is your organisation connected to South Africa Non Government Organisations Coalition (SANGOCO), National Economic Development Labour Council (NEDLAC) and other organisations)

- a. Do you network with other NGOs or civil society organisations in your area, if yes describe your network?
- b. Are you networked into a broader coalition as an organisation? (If yes, how is it working, pros and cons; If not, why not? What do you think of networking?)
- c. Are you aware of SANGOCO?
- d. If yes, are you networked with them?
- e. What is your relationship with SANGOCO like?
- f. If not, why are you not networked with them?
- g. Have you been involved in a state policy process in any form as an organisation?
- h. What are your views of advocacy role of NGOs as an organisation?
- i. As an individual organisation, do you have any advocacy intentions or roles?
- j. Are you aware of NEDLAC role within parliament?
- k. If yes, may you comment on the civil society representation within this body?
- l. As an organisation, can you comment on the civil society, government and private sector relationship in SA?

7. FUTURE CHALLENGES

- a. In your opinion, what challenges do you foresee for NGOs in the future?
- b. How do you see the future of your organisation in the South African context?

8.RECOMMENDATIONS

- a. What do you think government can do to help improve service delivery?
- b. What do you think your organisation can do to combat the challenges that you are facing in providing services?

- c. What do you think needs to be done to improve networking amongst civil society organisations?
- d. Do you have any other recommendations that you would like to share?

Thank you for your participation

University of Cape Town

APPENDIX C

INTERVIEW SCHEDULE PRACTITIONERS

The Purpose

TOPIC: An exploration of challenges facing NGOs providing services to children in the Cape Metropolitan, South Africa.

Objectives of the study:

- To explore how the NGOs are affected by the present regulatory frameworks. (Non-profit Organisations (NPO) Act Number 71 of 1997, National Development Agency (NDA) Act Number 108 of 1998 and The Tax laws Amendment Act Number 30 of 2000), Children's Act No. 38 of 2005
- To ascertain the sources of funding of these NGOs
- To explore the nature and impact of the service provided by these NGOs.
- To explore NGOs involvement in networking with a broader coalition to promote policy and advocacy.

Confidentiality and Privacy

The confidentiality of the organisation with regards to its name and the identity of the persons interviewed will remain anonymous.

Please respond to all the questions as openly and fully as possible.

1. BACKGROUND INFORMATION

(Demographic Information)

A. Participant Details

- a) When did you join the organisation?
- b) Qualifications
- c) What position are you holding in the organisation?
- d) How long have you been in your current position?
- e) Age (Optional)

B. Organisation Details

- a) How many people are working in the organisation?
- b) What is the mission of the organisation?
- c) Brief history of the organisation
When was it established?
What were the aims then?
What are the aims now?
- d) What are the main programmes/projects/services of the organisation?
- e) Does the organisation have any national links?
- f) How would you describe the links?
- g) Does the organisation have any international links?
- h) How would you describe the links?
- i) Please describe the organogram of your organisation?

2. IMPACT OF SERVICES PROVIDED BY NGOs

(Nature and range of services; the impact of these services and the target population)

- a. What is the population of the area you are providing services to?
- b. How many people are you targeting in that area?
- c. What are the main services you provide as an organisation?
- d. Is the organisation providing services in response to a need?

- e. How was the need identified?
- f. What is your role as a practitioner in providing these services?
- g. What challenges do you face in providing these services?
- h. Do you consider your efforts as a contribution towards development?
- i. Please explain what kind of development?
- j. On the scale of 1 to 5, 1 as the least and 5 excellent where would you rank the impact of your organisation in providing these services?
- k. Describe the cost-effectiveness of your organisation?
- l. How was this measured?
- m. Has your organisation carried out any impact/evaluation studies regarding the effectiveness/impact of services? (Please explain)
- n. What were the results of your evaluation?
- o. Do you know of any NGOs, civil society organisations or government sector providing the same services in this area?
- p. Is there any collaboration? (Please explain)
- q. Is there any form of support from government towards your organisation in providing these services?
- r. What are the challenges facing your service provision?

3. REGULATORY FRAMEWORKS

(Regulation pertaining to NGOs: NPO; Children's Act; NDA; Tax Laws;

A. Non Profit Organisation (NPO) Act Number 71 of 1997

- a. How much do you know about the NPO Act Number 71 of 1997?
- b. Since when has your organisation been registered?
- c. What entity did you register your NGO as? (Trust, voluntary association, **section 21** company)
- d. Are you aware of the registration process?
- e. If yes, how can you describe the registration process?(Please explain)
- f. In your opinion, what are the benefits of being a registered NPO? (Please explain)
- g. Are there any disadvantages or challenges being a registered NPO?

- h. Are there any disadvantages for you as a registered NPO? (Please explain)
 - i. What kind of reporting requirements are demanded of your NGO in terms of the NPO Act?
 - j. Who deals with these reporting requirements?
- What challenges do these requirements make on the organisation?

B. Children's Act

- a. How much do you know about the Children's Act Number 38 of 2005?
- b. What do you think is the role of the Children's Act?
- c. What are your comments on the administration of this Act and other child related Acts?
- d. Are you involved in the children's Bill currently in process?

C. National Development Agency (NDA)

- a. How much do you know about the NDA Act Number 108 of 1998?
- b. What do you think is the role of the NDA?
- c. Has your organisation applied for funding from the NDA?
- d. Was it successful?
- e. If yes, what was the duration of the support?
- f. If not successful, what were the challenges?
- g. Is your organisation coping with financial reporting systems per the NDA administration requirements?
- h. How has the NDA affected the access of funds to your organisation?
- i. How did your organisation deal with the funding during the apartheid era?
- j. How do the present laws affect the funding environment of today?
- k. If yes, is it easier to attain funds from the NDA or from private donors?

D. Tax Amendment Law

- a. Has your organisation applied for any income tax exemptions and were your applications successful or not? If not what were the challenges?
- b. Are there tax deductions for donors who put money toward your organisation that is per amended tax laws?

4. FUNDING

(Lottery and other sources of funding)

- a. Are you aware of the lottery?
- b. What do you know about the access of funds for non profit organisations from the lottery?
- c. Did you apply for funding from them?
- d. If yes, what was the process like?
- e. Were there any challenges in the application process?
- f. Was your application successful?
- g. Do you receive funding from other donors? (Please explain)
- h. What challenges do you face in receiving funds for the organisation?
- i. In your opinion, has government made it easier or harder for your organisation to receive funds? (Please explain)
- j. What differences are in the funding environment, if any, have you noticed between the apartheid era and now?
- k. What role do you think government has played in those differences?

2. RELATIONSHIP TO GOVERNMENT

(Collaboration and relationship with government)

- a. What is your relationship with government like?
- b. Describe your relationship with the local, provincial and national government?

- c. Do you think there is a need for civil society to provide partnerships with government in providing services?
- d. How could your organisation improve collaboration with government?

6. NETWORKS, COALITION AND ADVOCACY

(In what capacity is your organisation connected to South Africa Non Government Organisations Coalition (SANGOCO), National Economic Development Labour Council (NEDLAC) and other organisations)

- a. Do you network with other NGOs or civil society organisations in your area, if yes describe your network?
- b. In your opinion, what are the benefits of being networked with other NGOs and civil society?
- c. Are there any disadvantages/ challenges that you face in networking?
- d. Are you networked into a broader coalition as an organisation? (If yes, how is it working, pros and cons; If not, why not? What do you think of networking?)
- e. Are you aware of SANGOCO?
- f. If yes, are you networked with them?
- g. What is your relationship with SANGOCO like?
- h. If not networked, why are you not networked with them?
- i. Have you been involved in a state policy process in any form as an organisation?
- j. What are your views of advocacy role of NGOs as an organisation?
- k. As an individual organisation, do you have any advocacy intentions or roles?
- l. Are you aware of NEDLAC role within parliament?
- m. If yes, may you comment on the civil society representation within this body?
- n. As an organisation, can you comment on the civil society, government and private sector relationship in SA?

7. FUTURE CHALLENGES

- a. In your opinion, what challenges do you foresee for NGOs in the future?
- b. How do you see the future of your organisation in the South African context?

8. RECOMMENDATIONS

- a. What do you think government can do to help improve service delivery?
- b. What do you think your organisation can do to combat the challenges that you are facing in providing services?
- c. What do you think needs to be done to improve networking amongst civil society organisations?
- d. Do you have any recommendations that you would like to share?

Thank you for your participation